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ABSTRACT

This series of seven issues of this publication explores California's educational equity policies, programs, and practices. Each of the first six issues includes one major article and a fact sheet; the final issue updates the series and presents a set of options for the state's consideration. Titles of the first six issues are: (1) "Toward a Greater Understanding of the State's Educational Equity Policies, Programs, and Practices: The Reality of the California of Today"; (2) "Toward a Greater Understanding of the State's Educational Equity Policies, Programs, and Practices: A Vision of the California of Tomorrow"; (3) "Toward a Greater Understanding of the State's Educational Equity Policies, Programs, and Practices: The Role of Education in Creating the Commission's Vision of the California of Tomorrow"; (4) "Toward a Greater Understanding of the State's Educational Equity Policies, Programs, and Practices: Schools as a Resource in Realizing the Commission's Vision of the California of Tomorrow"; (5) "Enrolling a Student Body: The Changing College Admissions Process in the 1990s"; and (6) "Toward a Greater Understanding of the State's Educational Equity Policies, Programs, and Practices: The Collegiate Experience". The concluding issue is titled "Toward a Greater Understanding of the State's Educational Equity Policies, Programs, and Practices: The Commission's Recommendations." The six fact sheets summarize data in text and tables on the following topics: California's changing demography; effects of trends in population and changing economic conditions on demand for postsecondary education; benefits of education; equal access to education; data on first-time freshmen (fall 1996); and data on faculty, staff, students, and degree completion. (DB)

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HIGHER EDUCATION UPDATE
1997-98

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HIGHER EDUCATION UPDATE

NUMBER UP/97-2
APRIL 1997

POSTSECONDARY EDUCATION COMMISSION

News from the
CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

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Toward a Greater Understanding of the State's Educational Equity Policies, Programs, and Practices: The Reality of the California of Today

This series of six Higher Education Updates (with accompanying Fact Sheets) explores California's policies, programs, and practices designed to provide all our students with an equal opportunity to pursue their educational goals -- goals that benefit both individuals and our state. The Commission's intention in publishing this series is to enhance understanding among all Californians and our policy-makers about the importance of educational equality to our State's future. Beginning in April, 1997, the Commission will be publishing a Higher Education Update approximately every two months through February, 1998. At that time, the series will conclude with the publication of an Update that presents a set of options for the State to consider for furthering our goal of educational opportunity for all Californians.

This first Higher Education Update in the series describes the realities of California -- its strengths and challenges -- as the decade of the 1990s ends. The current realities -- which reflect both our state's past and our immediate circumstances -- provide the anchor point for subsequent discussions in this series about our vision for the future and the means by which to achieve that vision. As T.S. Eliot wrote over 60 years ago:

> Time present and time past
> Are both perhaps present in time future
> And time future contained in time past.
> (Four Quartets, 1935)

The decade of the 1990s in our state has been marked by rapid change. Many of these changes were unexpected and have the potential to influence the future of the state well into the next century. In fact, the enduring legacy of this decade may well be that change is occurring, and will continue to occur, with a speed and to an extent unprecedented in California. The clearest manifestation of that change is exploding population growth coupled with demographic shifts and economic dislocations caused both by a deep recession and severe reductions in industries that have sustained our state's economic growth in the past.

What is California today?

California is a state of over 32 million people that has been growing, and is expected to continue to grow, at the rate of nearly 670,000 people each year for at least the next 10 years. Another way of understanding our growth is that our state is adding a city with the population of San Francisco about every 13 months. If California was a nation, our economy would be the sixth largest in the world. It has been, and remains, among the wealthiest states in the country and has led the nation in new industries and technological advances. People from all over the globe flock to our shores either to visit or to live; over 47 million people visit California each year.

The diversity of Californians continues to expand in terms of age, economic level, racial-ethnic background, native language, and cultural identification:

- The two fastest growing portions of our population are our young and our elderly -- the two groups that contribute least to the tax base but receive most tax-supported public services (Display 1 on the accompanying Factsheet).
- The number and proportion of both wealthy and poor people expands each year.
- Both our total population and our children are becoming more diverse in terms of racial-ethnic background. The numbers of Asian and Latino residents are soaring in terms of both total population and especially with respect to their proportions in elementary and secondary school. Correspondingly, in the space of a decade, the percentage of White Californians has decreased by close to 10 percent (Displays 2-4).

What are California's strengths today?

California has boundless strengths that have resulted in a society admired and respected worldwide. Among those strengths are:

- Our state is one of the wealthiest states on a *per capita* income basis -- an advantage on an individual and societal level.
- California's location on the Pacific Rim creates infinite opportunities for economic and cultural exploration.
- Our colleges and universities -- both public and independent -- have been emulated across the globe. That system has been the engine driving our economic and technological growth and propelling us with respect to the global economy. Further, our colleges and universities have elevated our residents into leadership positions in all fields of endeavors.
- Coupled with its more traditional counterparts, California's private postsecondary sector has experienced a rebirth in the last several years that expands the educational opportunities available for students and provides fuller options for the State to meet its training needs.
- Our state's culture fosters innovation, experimentation, and risk-taking action that has sparked new developments in virtually every area of intellectual inquiry and behavior.
- By virtue of the diversity of our population -- in myriad senses -- California is a laboratory where people from different backgrounds and life experiences have the opportunity to experiment with ways of collaborating as members of this society.

In short, our state has opportunities galore and glorious opportunities.

What are California's challenges in general today?

With all these strengths, however, California faces many challenges (See accompanying Fact Sheet for more specific information):

- In our state, an increasing proportion of residents live in poverty. In 1996, one-sixth of Californians lived in poverty and that number and percent grows each year.
- Poverty is particularly rampant among our children. Slightly more than one-quarter of our population under 18 years old live in households in which the total annual income falls below the federal poverty level. This situation would be distressing under any circumstance because our children are the State's future. However, the import of these facts is particularly dismaying because poverty rates are especially high in certain communities, such as African-American and Latino neigh-

borhoods. Moreover, uneven poverty rates are evident in Asian neighborhoods as well, with recent immigrants having the highest rates of poverty among residents in their communities. So, poverty and its far-reaching implications for individuals and the society affect African-American, immigrant, and Latino communities most severely in our state (Display 6).

- There are enhanced divisions among Californians -- between our elderly and our young neighbors; our wealthy and our poor residents; our inhabitants in the northern and southern halves of the state and the valley region; our new immigrants and our long-time citizens; our rural, urban, and suburban dwellers; our residents from various racial-ethnic communities; and, our well-educated and our under-educated Californians.

- Lack of confidence in our political system has prompted a series of voter decisions that set term limits on our state politicians and reduced their ability to make decisions with respect to the collection of revenue and expenditures.

- Californians have suffered an economic and psychological toll from the recent recession from which we are just now beginning to recover.

- New growth in service industries has occurred, but at wage levels far below those of our aerospace and defense industries of the past.

- Previous industries -- aerospace and defense, in particular -- that sustained California's economy in the past have incurred severe reductions in recent years and are being replaced, in large measure, by "high tech" industries that, often, require different skills and abilities than those demanded in the past.

What are California's specific challenges with respect to education?

The educational challenges facing our state are of particular note in this Update because this series focuses on the public policies designed to ensure that all our students have equitable opportunities to achieve their educational objectives for both individual and societal benefits.

Our public schools

- A disproportionate share of the pain from the recession has been absorbed by our educational systems at all levels, with average per pupil expenditures in the public schools now ranking 43rd in the nation. Although the end of the recession and the changing focus of the Governor has resulted in additional resources flowing to the public schools in the last two years, the decisions with respect to public school funding that were made in the first half of this decade may affect our students for years to come.

- The number of our students from households in which English is either a second language or not spoken at all continues to increase and the number of primary languages spoken in our homes is expanding as well (Display 5).

- Our public school students scored at, or near, the bottom in the country on the recent administration of the National Assessment of Educational Progress (NAEP) tests in Reading and Mathematics.

- Over one-quarter of our teachers at the secondary school level are teaching in fields in which they have no formal training.

Our colleges and universities

- A loss of more than one billion dollar in our public colleges and universities from 1990 to 1994 resulted in over 150,000 fewer Californians pursuing a public college education in 1994 than in 1990. Steep fee increases, reduced course offerings, lack of sufficient growth in financial aid, and greater loan indebtedness contribute to putting at risk California's historic commitment to ensuring access to all our students who intend to pursue a college education. The negative effects of the past several years in terms of our enrollment losses has taken a toll in the short-term on California's future. The last three years has seen a resurgence of State support for higher education but not a return to our previous levels of funding (Display 7).

- Because of the concerns of Californians with personal and public safety, our state is now investing more on our correctional system than on our public universities for the first time in our history.
- The recent difficulties that our higher education systems have been experiencing are coupled with the reality of the need to plan for an additional 455,000 students who are estimated to seek to enter our colleges and universities by 2005. Adding to this tidal wave of additional students is the demand by the emerging "high tech" industries -- one of the bedrocks upon which our state's future rests -- to educate more Californians with the advanced technical and scientific skills to meet those industries' needs.

Conclusion

As the previous description indicates, our state today is a mosaic of a nearly boundless array of assets coupled with dangerous pitfalls. As Californians, we must, together, take responsibility for creating a collective vision for our future -- a vision that optimizes our strengths and limits our liabilities. We are fortunate that the character and quality of our population is our major strength. As we create this vision, then, we must acknowledge the inescapable fact that this strong population is diverse in various senses. As such, the manner in which we respond to our diversity will determine if it will be another of our strengths or a divisive and negative influence in our state. The second Update focuses on this aspect of today's reality as we offer a vision of the California of tomorrow.

Our state has opportunities galore
and glorious opportunities . . .
coupled with dangerous pitfalls . . .
From this mosaic . . . as Californians, we must, together, take responsibility
for creating a collective vision for our future . . . .

California's Changing Demography: More Faces, New Faces

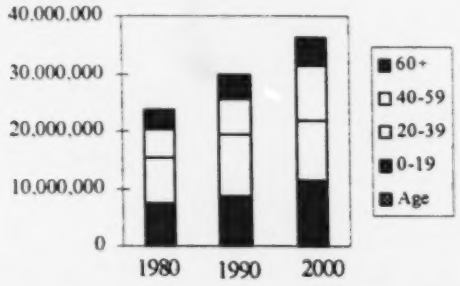
A CALIFORNIA POSTSECONDARY EDUCATION COMMISSION FACTSHEET

While California has long been a land of rapid change and innovations, the changes occurring in the State's population over the last two decades are almost without precedent. The rapid growth in California's population during and following World War II derived primarily from domestic interstate migration. The social and cultural changes brought by that influx of new Californians pales in comparison to the social and cultural changes that accompany the new Californians of the 1980s and 1990s who entered the state from other countries.

Population growth and diversity

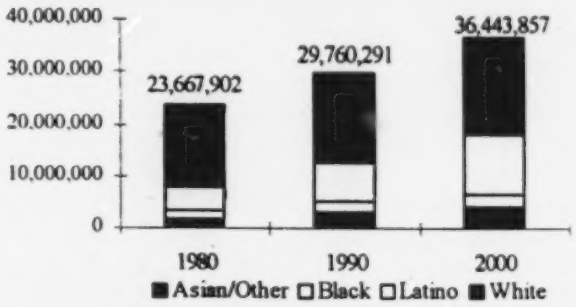
California's population grew by 6.1 million people between 1980 and 1990. Between 1990 and the year 2000, it is expected to increase by another 6.7 million people. The growth did not occur uniformly across the entire population. Disproportional growth occurred among the very young and very old and among both Asian and Latino Californians, as Displays 1 and 2 demonstrate.

DISPLAY 1 Age Composition of California Population, 1980, 1990, and 2000



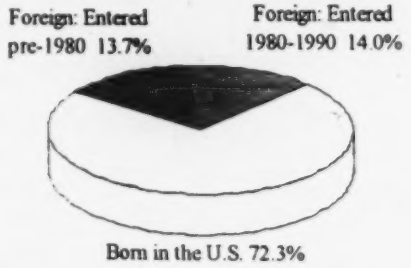
A primary source of this greater diversity in the population composition in 1990 was tremendous growth in migration from other countries during the decade of the 1980s. As Display 3 shows, the proportion of Californians born in another country who entered the State between 1980 and 1990 exceeded the proportion of foreign-born Californians who entered prior to 1980. Asia and Mexico were the primary sources of these new residents.

DISPLAY 2 Racial-Ethnic Composition of California Population, 1980, 1990, and 2000



Substantial in-migration has continued during the current decade. While Asia and Mexico continue to be dominant mainsprings for these new residents, many new residents entered California in the 1990s from Russia, its neighboring states, and the many Eastern European nations no longer politically affiliated with the former Soviet Union.

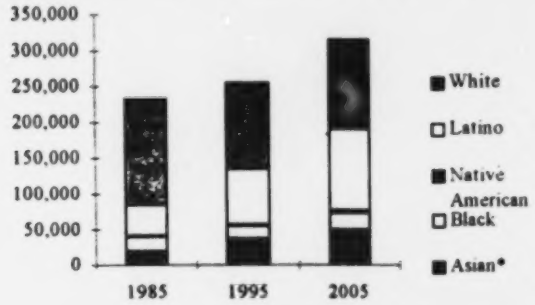
DISPLAY 3 Californians by Place of Birth, 1990



The changing high school population

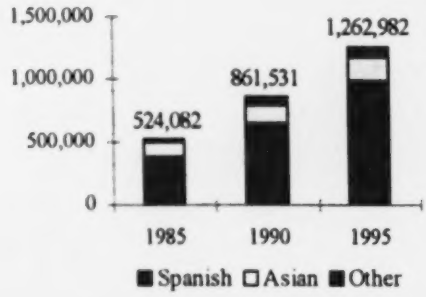
The changes are even more dramatic when the focus is on California's young residents, as Display 4 illustrates. Between 1995 and 2005, the number of public high school graduates is expected to increase by 24 percent. The proportion of White public high school graduates decreased from 61 percent in 1985 to 47.2 percent in 1995 and is expected to be 39.4 percent by 2005.

DISPLAY 4 California High School Graduates by Racial-Ethnic Group, 1985, 1995, and 2005



Another clear indicator of increasing diversity among the school age population is the growth in numbers of students who have limited English language proficiency, as shown in Display 5.

DISPLAY 5 California Public School Children with Limited English Proficiency, 1985, 1990, and 1995



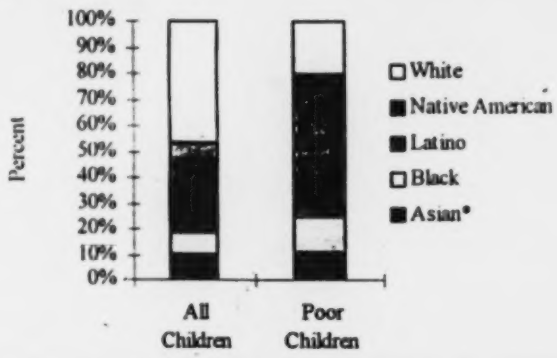
Other challenges

One of the most pervasive challenges facing California is its changing distribution of wealth. Since the 1970s, the income gap between the rich and the poor has grown larger. In California, this difference has grown more as a result of declining income among the poor than because of rising incomes among the wealthy.

Poverty among Californians

By 1996, 5.4 million Californians were living in poverty. Of these, 43.6 percent -- 2.35 million -- were children. Furthermore, as Display 6 indicates, Black, Latino, and Native American children were more likely than others to be living in poverty in 1989. Current population information suggests that these disparities continue today.

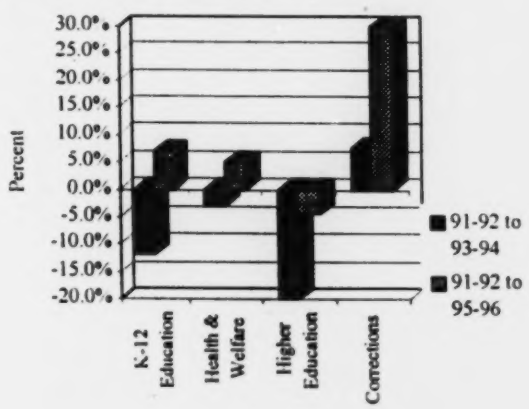
DISPLAY 6 Racial-Ethnic Composition of All California Children and Those Children Living in Poverty, 1989



The economic recession of the 1990s

During the early part of this decade, California experienced its worst economic downturn since the Great Depression of 1930. State General Funds declined 10 percent between 1991-92 and 1993-94. During this period, State General Fund support of public K-12 education dropped 12 percent and support of public higher education fell 20 percent, as Display 7 illustrates. While California's economy has been rebounding in more recent years, only in the current fiscal year will State General Fund support for higher education finally recover its 1991-92 level.

DISPLAY 7 Changes in State General Fund Support for Selected Budget Categories, 1991-92 to 1993-94 and 1991-92 to 1995-96



HIGHER EDUCATION UPDATE

NUMBER UP/97-3
JUNE 1997

POSTSECONDARY EDUCATION COMMISSION

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Toward a Greater Understanding of the State's Educational Equity Policies, Programs, and Practices: A Vision of the California of Tomorrow

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This second Higher Education Update transitions from a discussion of our state's past and present to the future. Charles Franklin Kettering, an electrical engineer whose name is most associated with the Sloan-Kettering Institute for Cancer Research, spoke to the most practical reason to focus on the future:

> We should all be concerned about the future because
> we will have to spend the rest of our lives there.
> (Seed for Thought, 1949)

The Commission offers a vision of a California of tomorrow that capitalizes on our many strengths and seeks to minimize our real and potential liabilities, as described in the previous installment in this series. Our vision is predicated on projections about California's population -- our strongest asset -- and the economic and cultural environments in which Californians will live and work.

What will California look like tomorrow?

The most striking characteristic of our state in the future will be the diversity -- in myriad ways -- of our population. Our diversity is illustrated by several facts:

- The two fastest growing age groups in our population will be the young and the elderly;
- By the year 2000, no single racial-ethnic group will constitute a majority of our state's population; moreover, our Asian and Latino populations will continue to grow at a faster rate than other racial-ethnic groups in our state (Display 1 on the accompanying Fact Sheet); and,
- Economic disparities between our wealthiest and poorest residents are likely to increase in ways that have real consequences in terms of differences in opportunities and life experiences (Display 3).

In addition to our population heterogeneity, our economy and workplaces will be far more diverse than in the past. All occupational categories will experience growth simply as a function of population increases. However, the two categories that are expected to blossom are the "Professional-Technical" fields because of our state's reliance on our "high tech" industries to sustain our future economy and the "Service" fields (Display 4). Not surprisingly, a strong relationship exists between income levels and occupations, with higher incomes associated with the professional and managerial occupations and lower incomes occurring among the service and sales fields.

This picture of our state in the future presents a clear view of both the opportunities and challenges from which the Commission has built its vision of the California of tomorrow.

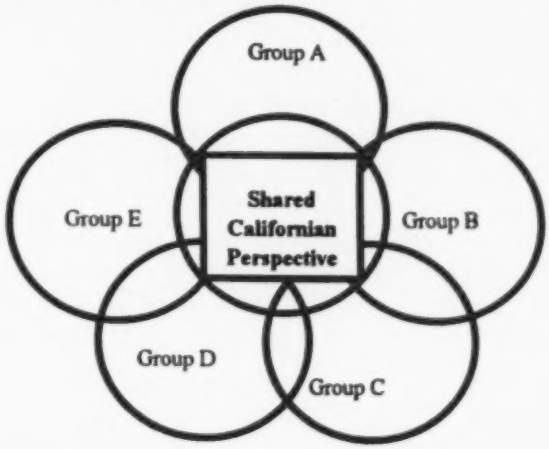
What is the Commission's vision of the California of tomorrow?

The Commission's vision assumes that the diversity of our population is both a fact and a potential upon which to create a future California that is characterized by inclusiveness, personal and social responsibility, independence, and equality. In that regard, the Commission views a California of tomorrow as:

> ...one in which all Californians have an expanded opportunity to develop their talents and skills to the fullest, for both individual and collective benefit. This vision is one in which the characteristics of Californians -- ethnicity, race, language, socioeconomic status, gender, home community, and disability -- do not determine . . . accomplishments and achievements" (*The Role of the Commission in Achieving Educational Equity*, p. 1).

Display A presents a visual representation of the Commission's vision of the California of tomorrow. The outer five circles -- to which many others could be added -- represent groups of individuals within our state who are distinguished by similarity in terms of socio-economic, racial, ethnic, linguistic, gender, or other characteristics. Each of these groups of individuals is unique in some sense and each has a culture that is group-specific. In this figure, these circles -- and by implication the cultures -- remain whole, but aspects of each group's culture also contribute to the creation of a shared Californian perspective -- the central circle in this diagram.

Display A The Commission's Vision of the California of Tomorrow



What is this shared Californian perspective?

All Californians participate in creating this shared perspective which is a composite of our various individual identities and the group cultures in our state. However, the shared Californian perspective is more than simply the sum of all our parts; rather, it is an unique perspective arising from the interaction among and between the cultures that comprise our state.

The overarching principle in this shared Californian perspective is the full inclusion of all our residents into the society -- an inclusion in which all Californians reap personal rewards and our state reaps collective benefits from all our participants. Moreover, this perspective incorporates the fundamental nature of American society. Our country's motto "*E Pluribus Unum*" calls upon Americans to recognize and appreciate our differences, but to focus on the development of a general viewpoint that benefits the whole.

The specific principles of our shared perspective are:

- An awareness of, and appreciation and respect for, the values and strengths that all our individuals, groups, cultures, and viewpoints contribute to California;
- A recognition of the need to learn about all our cultures in order that Californians can work, live, and participate together in developing a functional and productive society; and,
- A responsibility to identify similarities among our individuals and groups in order that California can make progress in implementing an agreed upon common plan for the future.

How can this vision be realized?

Attempting to realize this vision commits Californians to travel on a journey whose destination has yet to be reached by any previous state or country -- a society that is truly inclusive, pluralistic, and celebratory of our differences and diversity. Moreover, this vision requires that all Californians engage in a process of introspection and reexamination of our traditional views of others, our modes of interaction, and our fundamental values -- a potentially frightening but exciting prospect that will challenge all of our individual and collective intellects and character.

The role of education in meeting this challenge is crucial. As a visiting team of educators from other countries noted nearly a decade ago:

> The burden of incorporation into a pluralistic society has to rest centrally on the integrative capacity of the educational system . . . to unite a prosperous State" (*Organization of Economic Cooperation and Development*, p. 89).

Simply put, Californians must depend upon our educational system at all levels to ensure that the shared Californian perspective depicted in Display A is taught and is learned. Only in this way can our diversity be transformed from a mere fact into a viable strength of our state. Our educational system's responsibility in creating this shared perspective -- integral to the Commission's vision of the California of tomorrow -- is the topic of the next installment in this series.

The Commission offers a vision of a California of tomorrow . . . that is characterized by inclusiveness, personal and social responsibility, independence, equality and . . . a shared Californian perspective that . . . recognizes and appreciates our differences but focuses on the development of a general viewpoint that benefits the whole . . .

Californians must depend upon our educational system at all levels to ensure that the shared Californian perspective is taught and is learned.

California's Future: Opportunities and Challenges

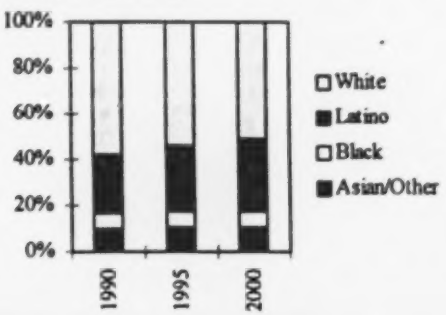
A CALIFORNIA POSTSECONDARY EDUCATION COMMISSION FACTSHEET

As our state teeters on the brink of a new millennium, its course must be charted so that it builds on our strengths and minimizes our shortcomings to ensure a vibrant and resilient society. Recent trends in population growth and change, economic growth and the distribution of wealth, and the availability of educational opportunities will affect California's direction and thrust into the future. This factsheet presents some recent projections about our state for the twenty-first century.

Continuing Population Expansion

California's population continues to grow, albeit at a somewhat slower rate than previously projected. As of 1995, our state was home to 32.4 million people, nearly a seven percent increase over 1990. By the year 2000, our population is expected to top 34.7 million. In addition, the racial-ethnic diversity of our population continues to expand, as Display 1 illustrates. Both the numbers and representation of our Asian and Latino populations grew over the last decade and are expected to continue to do so in the future.

DISPLAY 1 California Population Composition 1990, 1995, and 2000

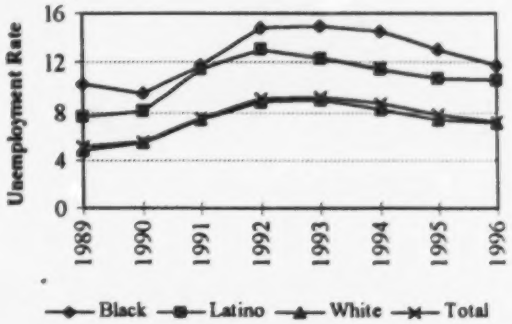


Information on recent legal immigration highlights another aspect of our increasing heterogeneity -- cultural diversity. While Mexico and Asia continue to be the largest sources of new Californians, the diversity of the Latino population has grown as a result of increased migration from other Central and South American nations. Similarly, this aspect of our cultural diversity has been augmented by unprecedented increases in new residents from eastern Europe, Russia and the other countries that have emerged from the former Soviet bloc of nations. These new residents broaden the spectrum of social and cultural mores that comprise our state's landscape and contributes to our public policy opportunities and challenges.

Changing Economic Conditions

California's economy appears to be resurging vigorously from our recent recession, with almost all economic indicators showing strong improvement. Our unemployment rate recently fell below seven percent -- a healthy decline from our 9.5 percent rate at the depth of the recession but still substantially higher than our pre-recession level of five percent. Recent economic projections indicate continued recovery, with the unemployment rate continuing to decline as a result of expanding employment opportunities.

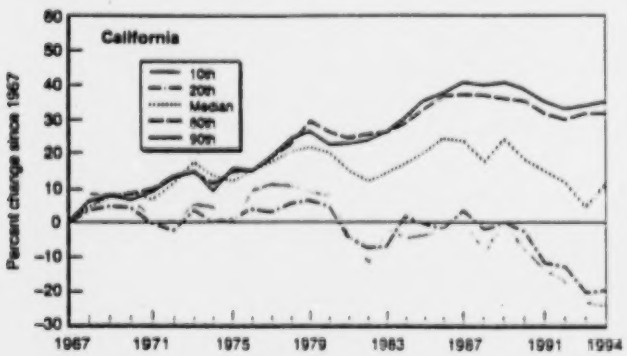
DISPLAY 2 Changing Unemployment Rates, 1989 to 1996



Changes in personal income growth and expanding income differential. As unemployment soared, growth in Californians' personal income slowed dramatically. The annual rate of growth dipped from a high of 7.5 percent in 1989 to 2.1 percent in 1993. Since then, the annual rate of growth in personal income has gradually increased. According to recent economic forecasts, personal income is likely to continue to show gradual improvement but is unlikely to rebound completely to its pre-recession rates of growth.

Changes in personal income occurred differentially across income groups which contributed to the widening gap between low- and high-income households in our state, as illustrated in Display 3. Real income in California grew for our households that were within the upper 20th percentile of all households in terms of income through 1987. By 1990, however, even the income of these households began to decline in real terms. On the other hand, for our households with real adjusted incomes in the bottom 20th percentile, their income began to decline as early as 1977. By 1981, the real income for these households was below their 1967 level. But, the most dramatic fall in income occurred during the recent recession when the real income for these households dropped more than 20 percent below the 1967 level. While incomes improved slightly in 1994 for most of our households, the incomes for our poorest households -- those in the bottom 10th percentile -- continued to decline.

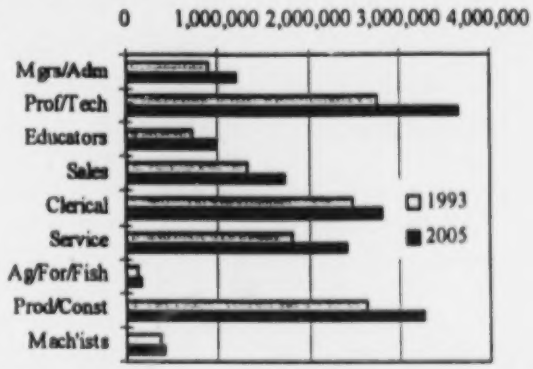
DISPLAY 3 Change in Real Household Income, by Income Percentile, 1967-1994



Changing employment opportunities. New industries and occupational opportunities are flourishing in our state. By 2005, the number of jobs in California is expected to increase by 26.8 percent. The professional and technical group -- the largest occupational group in 1993 -- is also expected to experience the greatest increase in jobs in our state over the next 12 years, with over 904,500 new positions and an additional 759,600 job openings due to net separations. These lucrative jobs will be filled by employees with advanced levels of training and education.

Our slowest growing occupational fields are the "clerical and administrative group," because increasing office automation will constrain new job opportunities, and the "production and construction group," because of both the installation of advanced manufacturing technologies and federal base closures. Fewer employment opportunities will increase competition in these fields. In such an environment, prospective employees with better training and education are more likely to succeed in finding positions.

DISPLAY 4 Projected Occupational Employment Growth, 1993 to 2005



Expected Demand for Postsecondary Education

Factors contributing to increasing demand for postsecondary education over the next ten years include:

- Projected changes in our occupational opportunities in the future indicate that advanced levels of training and education will be required if employees are to be successful in the jobs of tomorrow.
- The major source population for higher education -- recent high school graduates -- is expected to grow by 24 percent. In addition to this sheer increase in size, the student population will be more racially and ethnically diverse.
- An increasing proportion of Californians view higher education as one of the major avenues to the dream of greater personal wealth and occupational stability.

Most higher education enrollment projections estimate that California institutions should be prepared to serve approximately 455,000 more students in the year 2005 than they did in 1995. Most policy analysts agree that our state's current resource base and infrastructure make this enrollment expansion an unmanageable challenge without major changes in the way our education services are delivered. However, if our state is to attain its brightest future, we must devise new ways and means of assuring opportunities for all Californians to prosper educationally, economically, and socially.

Information for this factsheet was drawn from documents prepared by the California Department of Finance Demographic Research Unit, the California Employment Development Department Labor Market Information Division, and the Public Policy Institute of California.

HIGHER EDUCATION UPDATE

NUMBER UP/97-4
AUGUST 1997

POSTSECONDARY EDUCATION COMMISSION

News from the
CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

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Toward a Greater Understanding of the State's Educational Equity Policies, Programs, and Practices: The Role of Education in Creating the Commission's Vision of the California of Tomorrow

THIS series of seven Higher Education Updates (with accompanying Fact Sheets) explores California's policies, programs, and practices designed to provide all our students with an equal opportunity to pursue their educational goals – goals that benefit both individuals and our state. The Commission's intention in publishing this series is to enhance understanding among all Californians and our policy-makers about the importance of educational equality to our States's future. Being in April, 1997, the Commission will be publishing a Higher Education Update approximately every two months through April, 1998. At that time, the series will conclude with the publication of an Update that presents a set of options for the State to consider for furthering our goal of educational opportunity for all Californians.

This third Higher Education Update in this series discusses the importance of education to achieving the Commission's vision of the California of tomorrow -- a vision designed to both sustain our state's economic viability and vitality but, perhaps more importantly, our community and social cohesion. In the second Update, this vision was described in terms of inclusiveness, personal and social responsibility, interdependence, and equality. Moreover, at the center of that vision is a shared California perspective -- a perspective that arises from the interaction among and between the cultures that comprise our state and whose ultimate goal is the full inclusion of all Californians into our society. This desired inclusiveness reaps personal benefits for our residents, but it, likewise, results in collective benefits for our state as a whole.

The principles undergirding this shared perspective are:

- Awareness, appreciation, and respect for the values and strengths that all our individuals, groups, cultures, and viewpoints contribute to California;
- Recognition of the need to learn about all cultures in order that we can work, live, and participate together in creating a fully functional and productive society; and,
- Responsibility to identify similarities among us as individuals and as members of groups in order that Californians can make progress in implementing a common agreed upon plan for the future.

Given the nature of its vision for the California of tomorrow, the Commission has long taken the view that education is the single most critical institution in our state capable of making that vision a reality because:

> Broad-based or universal education is the prerequisite of democratic institutions, the motive force behind economic growth, the preserver of culture, the foundation for rational discourse, the best means to upward social mobility, and the guarantor of civilization (*The Challenge of the Century*, p. 1).

Why does the Commission think that education is the central force in making its vision a reality?

The links between education and economic growth, on the one hand, and participation in our communities and democratic political system, on the other, are keys to this vision:

- Education provides the foundation by which Californians gain economic independence and learn the skills and competencies to contribute positively and productively to the society. Moreover, education offers the best hope for reducing the number of people -- particularly young people and, in California, especially African-American and Latino youngsters -- who live in poverty. This result has clear economic advantages for our individual residents (Display 1 on the accompanying Fact Sheet); it also has fiscal consequences for the state as well because Californians who are educated tend to contribute more to our tax base and are less likely to participate in governmental assistance programs (Display 2).

- California requires an educated population for our state's survival. Because of the relationship between education and employment, the extent to which all Californians are educated -- particularly in the scientific and technological areas which have been, and are expected to continue to be, our state's hallmark over the last two decades -- enhances the likelihood that California will continue to compete effectively with other technologically sophisticated states and nations. Moreover, education provides the knowledge and abilities by which new industries in our state can replace the declining aerospace and defense fields that previously contributed to our economic productivity.

- Another growing sector of our state's economy is service-oriented fields which requires education, albeit of a different sort than for scientists and researchers. Our schools, community colleges, and revitalized private education sectors are contributing to the development of Californians with the requisite skills in these fields to contribute positively to our state's future.

- California's representative government requires an educated and active electorate. Education provides the opportunity for our residents to learn the skills and develop the knowledge required to become actively involved in State and local decision-making and be prepared to provide leadership to our state in the future.

- A strong relationship exists between educational level and community and civic involvement. On a national level, the specific behaviors that are related to educational level include: volunteering in a community (Display 3); supporting the arts (Display 4); voting in elections (Display 5); and, being a community or civic leader (Display 6). If the Commission's vision of inclusiveness and interdependence marked by personal and social responsibility is to be realized, then the strength of this relationship on a national level suggests that the skills and values learned through the educational experience may propel Californians to participate vigorously and effectively in the lives of their communities.

What are the specific roles of education in realizing this vision?

The undeniable fact that our population is becoming more heterogeneous -- in myriad ways -- means that our educational system must educate student bodies that are increasingly diverse and different than those of the past if California is to maintain its economic, political, and social leadership role in the future. Nearly ten years ago, the Commission described the role of education with respect to the diversity of our population and cultures in the following way:

> California is part of a world that is becoming increasingly international, interdependent, and multicultural. Because these trends required heightened understanding, awareness, and respect for societies other than ours, the Commission believes that education provides opportunities for all Californians to enhance the quality of life within its borders and its relations with neighboring nations through learning about diverse cultures and interacting with individuals of various backgrounds and experiences (*The Role of the Commission in Achieving Educational Equity*, p. 2).

Our education system at all levels has two responsibilities with respect to California's future; both of them are influenced by the demographic shifts occurring currently and projected for the future in our state. Because the Commission believes that education ought to be student-centered, these roles are described below in terms of student outcomes:

1. *Learning traditional academic skills and competencies:*

California's educational system must prepare its residents to enter the workforce by providing them with the skills, abilities, and competencies demanded in the marketplace. In our past and likely in our future, those skills especially will be in the scientific and technological fields and those needed increasingly to staff the service sector of our economy. To do so, the educational system must improve its capacity to provide opportunities for all students to learn these skills.

However, the particular challenge before our state today and in the future is to enhance our capacity to educate our students from groups that the system has been least successful in educating in the past because Californians are becoming ever more dependent upon those young people to contribute to our economic future. Put simply, it is highly unlikely that our state will be able to maintain its leadership role economically and technologically if the only well-educated students are from that portion of the population whose numbers are shrinking and our educational system continues to lack the capacity to assure learning for students from that proportion of the population that is growing, especially Latino students.

2. *Learning democratic participatory skills:*

In much of the writings and discussions about education today, the emphasis is on the nature and strength of its relationship to the economy and its role in preparing students for the workplace. While the Commission views this role of education as both significant and valuable to the future of California, its most critical role in our state may well be to create opportunities for our students to learn the skills to participate effectively with the various people that comprise the society that they will enter upon graduation.

Because of our demographic shifts and our location next to Mexico and the Pacific Rim, our society will be increasingly hetrogeneous in terms of people and ideas. As a consequence, our graduates will need to learn about various cultures and ways of interacting with people whose backgrounds and life experiences are different from their own. To do so necessitates that Californians from all our various communities and cultures be participants in the educational process. The wealth of ideas and perspectives that they bring enriches every student's knowledge base and better prepares all for the future. Only in this way will all students have a full opportunity for broad, inclusive, and mind-expanding educational experiences that will simulate our vision of the California of the future and stimulate our progress toward this goal.

Conclusion

In short, the response of Californians to the fact that our population is heterogeneous will determine the extent to which the Commission's vision of the California of tomorrow -- premised on an inclusive philosophy -- will become a reality. If Californians choose this vision for our state's future, then our educational system becomes pivotal in this societal transformation. The next installment in this series examines the present capacity of our elementary and secondary schools to undertake this transformation as well as their current level of success in preparing students for the world that they will enter once they leave our public schools.

Our educational system becomes pivotal
in this societal transformation because . . . our students
need to learn the traditional academic skills and competencies
that the workplace demands
as well as
the democratic skills . . . to participate effectively
with the various people that comprise
the society that they will enter upon graduation.

The Benefits of Education to Our Residents and to California

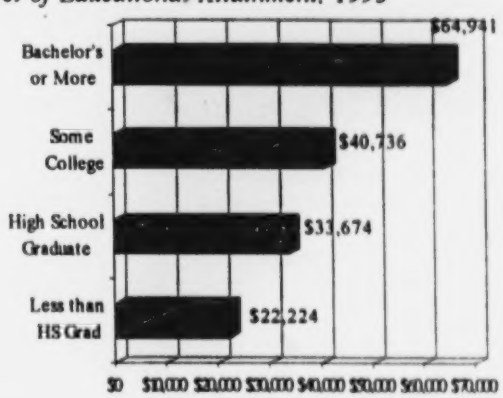
A CALIFORNIA POSTSECONDARY EDUCATION COMMISSION FACTSHEET

Education has long been recognized as a public investment that yields both private benefits to our residents and collective benefits to California. These multiple benefits have been clearly illustrated by recently published information on the national level about the relationship between level of educational attainment and various measures of individual gain and economic and social benefits that accrue to a society (Mortenson, T.G., *Postsecondary Education Opportunity*, No.61, July 1997). While this information describes national trends, they are likely to be operative in our state as well.

Personal Benefits

The most common indicator of personal benefit accrued from additional education is a rise in income. Display 1 shows average annual median family income by level of educational attainment. On the average, families in which the primary wage earner is a high school graduate can expect an annual income to be 52 percent greater than families headed by those who have not completed high school. On the average, those families whose head of household has a bachelor's degree or higher can expect an income annually that is nearly twice as much as families headed by a high school graduate. With greater income comes additional personal options, such as home ownership, health insurance coverage, income from savings and investments, educational resources in the home, college opportunities for children, and other goods and services that may be considered as luxuries.

DISPLAY 1 Median Family Income Nationally, by Level of Educational Attainment, 1993

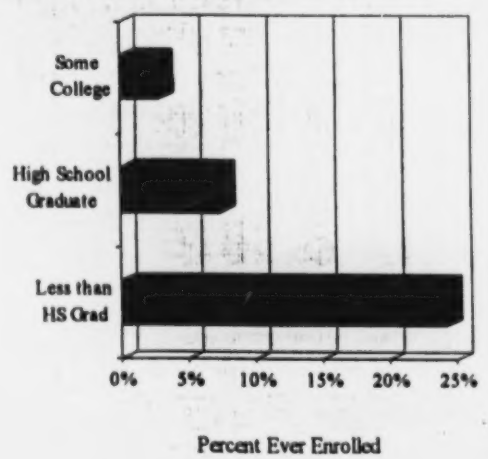


Public Benefits

This fact sheet summarizes two types of collective benefits: (1) those related to public funds, and (2) those related to levels of involvement or contribution to society.

Benefits related to public funds. Higher incomes often result in larger contributions to public tax rolls. In addition to the positive monetary support of public services, the likelihood of individuals participating in programs that are funded by public monies, such as Aid to Families with Dependent Children (AFDC), Supplementary Security Income (SSI), Food Stamps, Housing Assistance, or Medicaid, decreases as their levels of educational attainment increases. Display 2 illustrates this relationship.

DISPLAY 2 Participation in Government Assistance Programs Nationally, by Level of Educational Attainment, 1988



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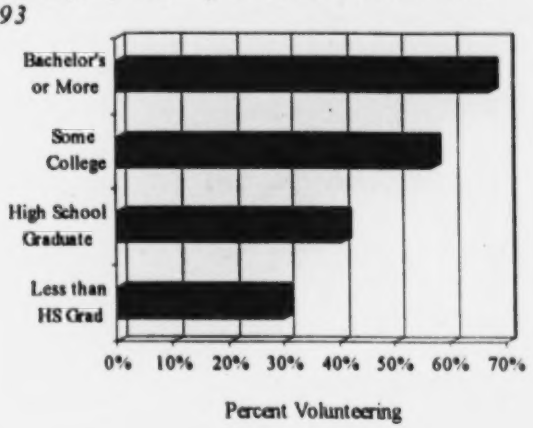
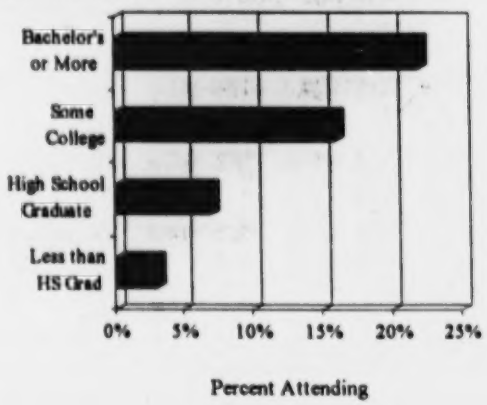
Benefits related to societal involvement. While higher levels of education are positively related to increasing levels of monetary support to the society, they are also associated with increasing levels of personal involvement in that society. Displays 3 through 6 portray four examples of these differences in societal involvement:

- Large numbers of Americans donate their time through volunteer activities, as Display 3 illustrates. As educational level increases so does the proportion of each group that is involved in volunteer work.
- Whether one views attendance at cultural arts activities as a personal benefit or as a contribution to sustaining the national interest in the cultural arts, the likelihood that individuals participate in these activities increases with additional education, as shown in Display 4.
- As a democracy, America's political system depends on broad participation from its citizens. As Display 5 demonstrates, participation in presidential elections increases as level of educational attainment rises.
- Another characteristic of a healthy society is broad participation in one's community. As level of education increases, the likelihood of an individual becoming an active leader in the community also grows, as Display 6 illustrates.

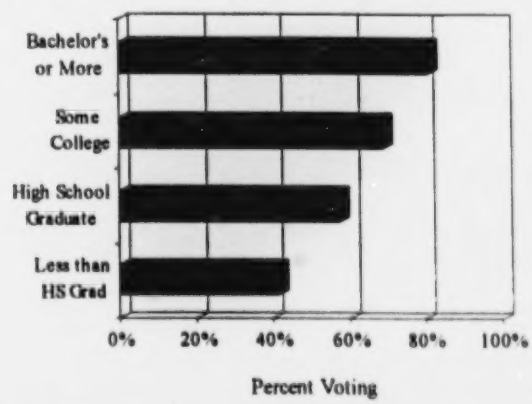
DISPLAY 3 Involvement in Volunteer Work Nationally, by Level of Educational Attainment, 1993



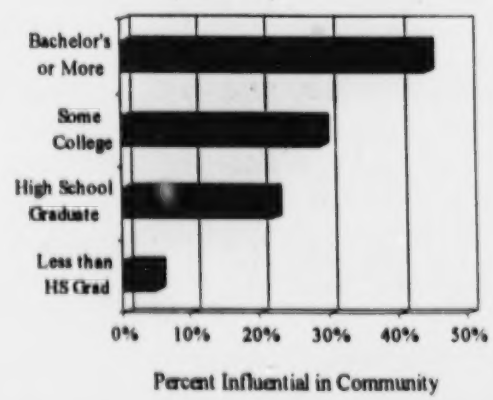
DISPLAY 4 Attendance at Cultural Arts Activities at Least Once a Year Nationally, by Level of Educational Attainment, 1992



DISPLAY 5 Participation in Presidential Elections Nationally, by Level of Educational Attainment, 1992



DISPLAY 6 Leadership in Communities Nationally, by Level of Educational Attainment, 1992



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HIGHER EDUCATION UPDATE

NUMBER UP/97-5
OCTOBER 1997

News from the
CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

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Toward a Greater Understanding of the State's Educational Equity Policies, Programs, and Practices: Schools as a Resource in Realizing the Commisison's Vision of the California of Tomorrow

THIS series of seven High Education Updates (with accompanying Fact Sheets) explores California's policies, programs, and practices designed to provide all our students with an equal opportunity to pursue their educational goals -- goals that benefit both the individual and our state. The Commission's intention in publishing this series is to enhance understanding among all Californians and our policy makers about the importance of educational equity to our State's future. Beginning in April, 1997, the Commission will be publishing a Higher Education Update approximately every two months through April, 1998. At that time, the series will conclude with the publication of an Update that presents a set of options for the State to consider for furthering our goal of educational opportunity for all Californians.

To date, this series has focused on describing the Commission's vision of the California of tomorrow in light of the realities of our state's past and present. In large measure, the changing demographics of our state, coupled with the opportunities and challenges that they present, have served as the foundation for our vision. The last installment discussed the two outcomes expected from education if our state is to become this vision:

- All students must learn traditional academic skills and competencies that are demanded in the marketplace;
- All students must learn skills to participate effectively in a democratic society -- a society increasingly heterogeneous in terms of people and ideas.

In this Update, the focus is on the teaching/learning process and the experiences that our students encounter through their first 13 years of education. The fundamental question explored is the extent to which our schools have the capacity to provide equitable educational opportunities for all our children in order that they can develop their talents and abilities to the maximum degree possible for the benefit of our state and their own futures. The importance of this question was succinctly stated by Plato long ago:

> The direction in which education starts a man will determine his future life (Plato, The Republic, IV, 425-B).

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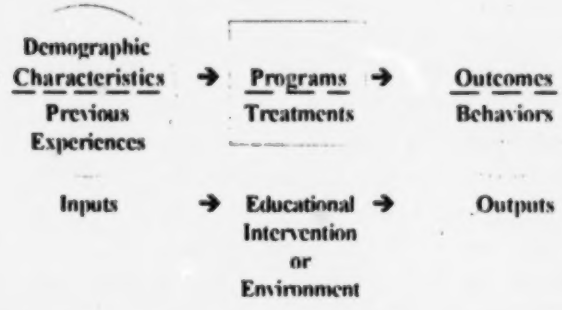
There are two accompanying Fact Sheets to this Update:

- *Schooling in California* -- a picture of the extent to which our schools currently provide equitable educational experiences for students throughout the state;
- *Preparation of California High School Students for College* -- a portrait of the academic outcomes of our students in California's schools.

Coupled with the description of the characteristics of our student population from previous installments in this series, these two Fact Sheets provide additional information consistent with the following research model:

DISPLAY A: A Research Model



What are the key elements of schooling?

Most of us probably agree that key elements of schooling include:

- A rigorous curriculum that is rich, comprehensive, and robust in substance;
- Staff -- both teachers and administrators -- that generate excitement about learning along with the ability to transmit the knowledge and skills comprising the curriculum;
- Physical resources that provide adequate learning environments, including facilities and laboratories that are well-equipped and a supply of books and materials;
- Support services that assist students to achieve their potential through academic advisement, personal counseling, and health-related assistance; and.
- Perhaps most important of all, the expectation that every child can learn to high standards and a commitment to assist each and every student to reach those standards.

Do our schools currently have these elements in place?

Answering this question poses significant policy and research issues as well as consideration of our individual and collective values. Moreover, the answer to this question may be different depending upon the unit of analysis: the state level or the school level.

State level:

The Education Trust, a national organization to "promote high academic achievement for all students, at all levels, kindergarten through college" has recently published a State and National Data Book that reviews the status of each state with respect to certain relevant school characteristics. As such, it provides a comparative benchmark from which to view our schools. While some of the information presented by the Trust that is included in this Update and accompanying Fact Sheets may be several years old, these trends have changed only slightly:

- For every $1,000 of annual personal income in 1991-92, Californians spent $35 on elementary and secondary education. Compared to other states and the District of Columbia, California was 43 of 51 on this indicator of financial investment. By 1996, that figure had risen by only $1.
- While almost all our high school students took Algebra, less than ten percent enrolled in Calculus in high school during the 1993-94 year; almost 85 percent of our students took Biology but less than 20 percent enrolled in Physics. California ranked 31 out of 39 states reporting this information.
- In 1990-91, over one-quarter of our secondary school classes were taught by faculty who lacked even a minor in the subject -- a percentage that was surpassed by only four other states.
- In the 1996-97 fiscal year, our state spent $ 4,287 per student enrolled in our public schools compared to over $8,200 in New York in 1994, for example.

School level:

While these indicators identify aggregate educational challenges for our state, equally or more troublesome is the wide variation that exists in terms of the extent to which these key elements of good schooling are present in each of our schools. To be sure, certain schools in our state have excellent staff who function in well-equipped and

physically attractive surroundings where students are exposed to a quality curriculum and achieve a high level of academic success. Likewise, the opposite extremes exist throughout our state -- a situation that is disadvantageous for the students and dysfunctional for the future of California.

Among the measures of schooling that vary across the state are:

- The gap in expenditures for education between the high-spending and low-spending school districts in our state in the 1991-92 year was $1,392 -- a figure that placed our state at approximately the 30th percentile nationally. Today, that gap has risen to $4,480.
- Not all our schools offer academic enrichment programs; over 10 percent of our high schools do not offer any Advanced Placement courses.
- There is differential availability of counseling services -- both academic and personal.
- Substantial differences with respect to the availability of consumable supplies and instructional materials permeate our elementary and secondary school system as well as disparities in facilities and access to computer technology.

Perhaps, the most disturbing part of this statewide picture is that many of the disparities noted above are consistently and pervasively related to the socioeconomic and racial-ethnic composition of the student bodies in schools as well as the geographical location of schools. That is, schools in our low socioeconomic communities as well as our neighborhoods with a predominance of Black and Latino families often have dilapidated facilities, few or inadequate science laboratories, teachers in secondary schools providing instruction in classes for which they have no credential, curriculum that is unimaginative and boring, and teachers who change schools yearly and lack the professional development to complement their teaching with new instructional strategies and materials. Often, the standards in these schools are low and our students have little motivation to exceed these low expectations. This same description is applicable to many of our schools in rural areas of our state.

On the other hand, in our more affluent communities or in our suburbs -- neighborhoods that tend to be populated primarily by White families -- schools are more apt to be new or well-preserved. The science laboratories have state-of-the-art equipment, teachers are credentialed in the subjects that they teach, the curriculum and libraries exude excitement, and professional development of teachers is a continuous process.

Within a school, are the key elements described above accessible to all students?

The answer to this question is "No". In too many of our schools, the practice of "tracking" remains -- a practice that affords only some of our children the opportunity to take classes that are challenging, rigorous, and taught by faculty with solid expertise in the specific subject matter. These classes are designed to prepare our students for college or for occupations requiring high level skills. The other classes tend to be less rigorous and engaging; the teachers not necessarily credentialed in the fields in which they are teaching; and, the expectations of performance for our students not nearly as demanding as in the "college preparatory" track.

In the early grades, tracking is most clearly evident in the extremes of the placement continuum: the "Gifted and Talented Program" -- a set of academic enrichment classes and activities at the elementary and secondary level -- to the "Special Education Program" for our students with disabilities and those considered to need instruction outside regular classrooms. At the high school level, accessibility to Advanced Placement courses plays a similar role to the Gifted and Talented Program in that these classes are especially designed for our students who are considered to be college-bound and capable of learning high level skills.

Placement in these various programs continues to be persistently related to racial-ethnic differences among our students and are likely reflective of socioeconomic variations as well. Display AA in the *Schooling in California* Fact Sheet presents information on various program enrollments for the 1994-95 year:

- To some extent, the proportional representation in the Special Education program was reflective of the racial-ethnic composition of the general school population; the most disparate representation occurred with respect to our Asian students who comprised less of the Special Education population than might be expected on the basis of their proportion among the general school population; our Black and White students constituted a larger proportion of the Special Education population than might have been expected.

- Proportionally, more of our Asian and White students were enrolled in the Gifted and Talented Program than in the general school population, while proportionally fewer of our Black and Latino students had those opportunities than expected on the basis of their presence in the total school population in California.
- Our Asian students have proportionally larger representation in our Advanced Placement courses than in the general public school population; our Black and Latino students are considerably less well represented in these courses than in the general school population.

A similar pattern is evident when examining enrollments in individual courses that are preparatory for college admissions. Display BB in the *Schooling in California* Fact Sheet indicates a wide range in the proportion of our students from various racial-ethnic groups who take higher level mathematics and science courses:

- Our Asian (including Filipino) students tend to take Intermediate Algebra, Advanced Mathematics, Chemistry, and Physics in greater proportions than our students from any other racial-ethnic group;
- Our White students enroll in these courses in proportions similar to those of Asian students;
- Our Black, Latino, and Native American students are least likely to take these college preparatory classes than our students from any other racial-ethnic group.

What inferences can be drawn about the extent to which educational opportunities are equitably distributed currently throughout our public school system?

While the information presented in this Update lacks uniformity or consistency with respect to reporting years, it reveals an uneven distribution of educational opportunities and resources throughout our state. That is, at both the school and student level, evidence indicates that opportunities to learn in well-equipped and modern environments characterized by rigorous and exciting curricula from teachers credentialed in the subjects that they teach with support services to maximize student potential are simply unavailable to all of our students in California. Rather, if one of our students attends a school in a more affluent community, the likelihood is greater that there will be an abundance of educational resources available to prepare him or her for postsecondary educational options upon high school graduation. If, on the other hand, one of our students is from a Black or Latino family or from a rural community, it is less likely that the school that she or he attends will be well-endowed either in terms of human or physical resources or that this student will be enrolled in a rigorous college preparatory sequence of classes.

Are family and community resources available to supplement those of the schools?

Like the school system itself, the extent to which supplemental resources are available is dependent primarily upon the socioeconomic level of a student's family and neighborhood. The more affluent a student's family or neighborhood, the more likely that supplemental resources are available to bolster educational opportunities: in the home, those resources may be more books or computer capacity or more traveling experiences; in the community, supplemental resources may include educational enrichment programs or support services or access to cultural activities. As such, the availability of supplementary educational assistance from our families and communities tends to parallel the opportunities available in our schools.

Additionally, socioeconomic differences have other effects on educational opportunities. A strong relationship exists between family income and parental educational level. That is, in more affluent families and communities, the likelihood is great that there are more role models and informational sources who can speak authoritatively and from experience about college and the opportunities that flow from pursuing that goal. In less affluent communities, college attendance may not be a tradition and our students choosing that path may find encouragement but a lack of information about the college-going process.

Another aspect of differences in the availability of family and community resources on postsecondary educational opportunities relates to parental involvement in the educational lives of their children. Display CC in the *Schooling in California* Fact Sheet presents the findings from a recent study conducted by the United States Department of Education that examined the extent to which parental involvement -- in this case, from fathers -- is related to the achievement of their children in school. The study results indicated that students from families in which parents are involved with their children's education performed at a much higher level than in those instances when parents were less involved, irrespective of whether the parents lived together or separately.

In short, differences in socio-economic circumstances do appear to affect educational opportunities for our students in myriad ways. Differential opportunities are related to the amount of discretionary income available to afford material possessions and experiences that are educational in nature. Additionally, accessibility to income that is above subsistence level provides time that family members can spend on educational activities and involvement. These critical elements -- physical materials, educational experiences, and time -- are simply not equitably distributed to all our children but, rather, reflect the same patterns of inequity as found in the schools.

The unevenness of supplemental resources as a result of socioeconomic differences among families and communities has racial-ethnic and geographic dimensions as well. Students from Black and Latino communities and rural areas tend to be from families in which there is little or no experience with college. The import of these findings relates far less to differential aspirations that parents from various backgrounds and communities may have for their children than to their capacity to assist their daughters and sons in fulfilling those goals.

In short, as The Achievement Council has stated:

> Into the education of poor and minority children, we put less of everything we believe makes a difference. Less experienced and well-trained teachers. Less instructional time. Less rich and well-balanced curricula. Less well-equipped facilities. And less of what may be most important of all: a belief that these youngsters can really learn.
>
> This is compounded by the fact that some communities have less, too. Less knowledge about how the educational system works. Less ability to help with homework. Less money to finance educational extras. Less stability in the neighborhood. Fewer models of success. And hopes and dreams that are too often crushed by harsh economic conditions (Unfinished Business, The Achievement Council, 1990, p. 18).

What, then, do we know about student outcomes in our schools?

Several measures exist with respect to student outcomes in our schools:

- The one-year "dropout" rate for students in Grades 9 through 12 has declined from 1992-93 to 1995-96 (Display DD, *Schooling in California* Fact Sheet). Encouragingly, this rate has decreased for all student groups. Despite this positive trend, there is unevenness along racial-ethnic dimensions with respect to the likelihood that a student will leave school prior to graduation;

- The proportion of our students statewide who have completed the college preparatory course sequences required for admission to our public universities with a grade of C or better has increased since 1990 (Display 1, *Preparation of California High School Students for College* Fact Sheet). This trend is consistent across all racial-ethnic groups, although there was some decrease in these percentages for our Black, Latino, and Native American students between 1995 and 1996 -- an exacerbation of an existing gap;

- Increasingly, more of our students are enrolling in Advanced Placement courses and taking the tests for which these courses prepare students (Display 2, *Preparation of California High School Students for College* Fact Sheet). Again, while this trend is in a positive direction, there remain large differences among racial-ethnic groups in their enrollment in these courses and, subsequently, in taking the AP tests;

- Participation in, and performance on, college admissions tests has risen over time (Display 3, *Preparation of California High School Students* Fact Sheet). The trend is evident for all student groups, although persistent differences in both participation and performance remain.

- Historical comparisons in the rates of eligibility for the California State University and University of California have vacillated over time, particularly as admissions requirements changed. In 1990, the last year for which information is currently available, eligibility rates rose above those in the 1986 year. Nevertheless, the proportion of our students eligible to attend these public university systems was significantly related to geographic location and racial-ethnic background. It remains to be seen whether the 1996 Eligibility Study reveals a narrowing of these differences.

Conclusion

If the research model presented in Display A above is an accurate representation of the factors that affect student

achievement and outcomes, then the unevenness in terms of the distribution of wealth, educational level, and occupations discussed in previous installments in this series -- coupled with those in this piece that relate to school, family, and community resources -- predicted these differences in student outcomes. The issue, then, of "fairness" or equity which has been a dominant theme in recent discussions about educational practices in our state must be addressed as a major public policy concern far earlier in the educational lives of our children than just during the college admissions process. That process will be the focus of the next installment in this series.

(W)ide variation exists in terms of the extent to which key elements of good schooling are present in each of our schools...
and...
the availability of supplementary educational assistance from our families and communities tends to parallel opportunities available in our schools...
The issue, then, of "fairness" or equity
which has been a dominant theme in recent discussions
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in the educational lives of our children
than just during the college admissions process.

Schooling in California: A Level Playing Field?

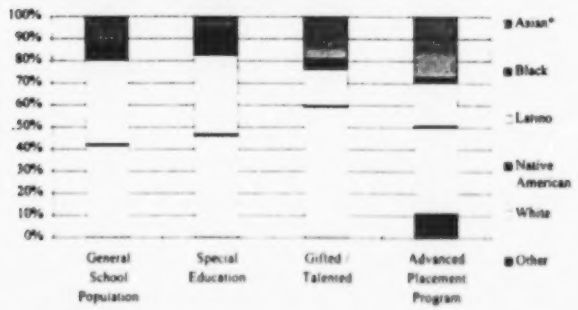
A CALIFORNIA POSTSECONDARY EDUCATION COMMISSION FACT SHEET

California's public schools are places where nearly six million children spend about seven hours a day, five days a week for approximately 39 weeks each of 13 years -- approximately 17,700 hours in total from the time that they are age five or six to eighteen. Clearly, the impact of schools on our children is enormous, and the impact of their education on the future of our state is enormous as well.

School programs

Two major programs operate in our elementary schools: Special Education and Gifted/Talented Education (GATE). The Special Education Program is for students who teachers and administrators consider to require instruction outside of a regular classroom or for students with physical, mental, or learning disabilities. The GATE Program provides enrichment to students who are considered to have academic potential. Program placement is based upon a prescribed testing process or teacher recommendations. Display AA presents the results of these program placements in terms of the racial-ethnic backgrounds of students for the 1994-95 year.

DISPLAY AA Enrollment in School Programs by Racial-Ethnic Groups, 1994-95



*Includes Filipino students
Source California Department of Education, CBEDS

Special Education Program participants: To some extent, the proportion of students in our Special Education Program mirrors the student population as a whole. However, exceptions to this general statement are evident: only five percent of Special Education Program students are from Asian backgrounds as contrasted to 11 percent in the general student body; Black students comprise over 12.5 percent of Special Education participants but less than nine percent of the total public school population.

GATE Program participants: The contrast between the racial-ethnic composition of the general student population and the GATE Program is much sharper, as Display AA shows. The Gate Program is comprised primarily of Asian and White students: the proportion of Asian participants in the GATE Program is over 50 percent greater than in the general student population and nearly the same is true for White students. The situation is reversed for Black and Latino students: their proportional representation in the GATE Program is approximately 50 percent less than in the general student body.

Advanced Placement Program participants: The Advanced Placement Program is offered to high school students who are college-bound. It provides both rigorous curriculum in college preparatory subjects and an opportunity to take tests that may earn students college graduation credits. In large measure, the situation with respect to the racial-ethnic composition of the GATE Program is, likewise, reflected in this program: there is a larger proportion of Asian students in this program than in the general student body and considerably smaller proportions of Black and Latino students in the Advanced Placement Program than in the general student population.

College preparatory course enrollments

These trends in terms of the racial-ethnic composition of school programs were similarly reflected in college preparatory course enrollments in 1996. Display BB presents information on enrollments in four courses that satisfy admission requirements for our public universities.

For each course, the percentages of Asian and White students are significantly higher than in the general student body, while the reverse situation is true for Black and Latino students. In the most selective courses -- Advanced Mathematics and Physics -- the percentage of Asian students is double their presence in the total student population and the percentages of Black and Latino students are half of their respective proportions in the general student body.

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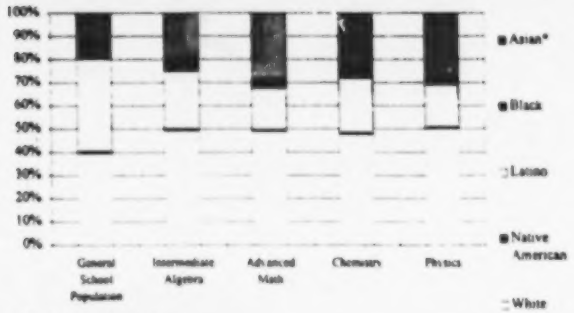
DISPLAY BB Selective College Preparatory Course Enrollments by Racial-Ethnic Group, 1996

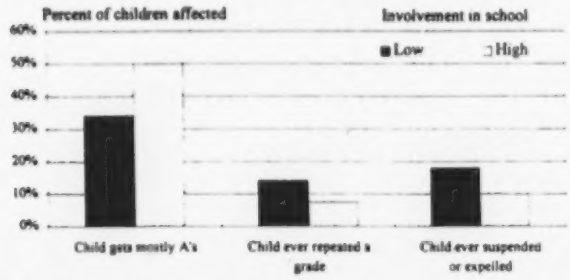


*Includes Filipino students
Source: California Department of Education, CBEDS

Parental involvement

Conventional wisdom has long held that parental involvement in children's educational lives reaps positive outcomes. In a recent study, validation of that wisdom was offered: students of fathers who were involved with their children's education both in the school and at home tended to perform at a higher level in classes. Display CC provides a snapshot of these results.

DISPLAY CC Parental Involvement in Schools



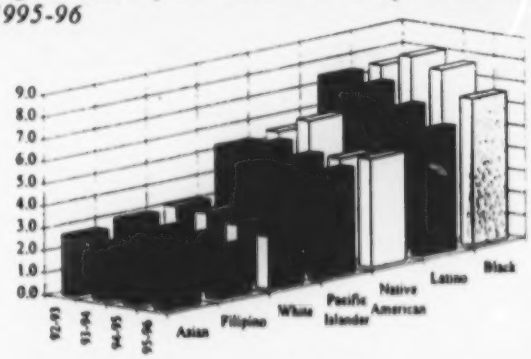
Source: U.S. Department of Education, National Center for Education Statistics, 1996 National Household Education Survey

Approximately half of the children whose fathers are highly involved in their education earned mostly "A" grades in their courses, while approximately 35 percent of the students whose fathers displayed little involvement earned those grades. On the other hand, fathers participating actively in their children's education experienced significantly fewer occasions in which their students repeated a grade or were expelled or suspended from school. The study concluded that parental involvement was crucial in student success, irrespective of family socioeconomic status or racial-ethnic background.

Leaving school before high school graduation

The converse to success in school is a student's decision to leave before graduating from high school. Options for these students have been limited in the past and will increasingly be so in the future. Display DD presents information on "dropouts" over the last few years, in general, and across various racial-ethnic groups.

DISPLAY DD Dropout Rates in California Public High Schools by Racial-Ethnic Group, 1992-93 to 1995-96



Source: California Department of Education, CBEDS.

The overall "dropout" rate in our schools has declined by about 22 percent from 1992-93 to 1995-96. While progress has occurred with respect to every racial-ethnic group, rates for our Black and Latino students remain significantly higher than for any other group and rates for Asian and White students considerably below the state average. However, the percentage decline for our Latino students was higher than the state average -- an encouraging situation, given the burgeoning of that population group in California.

Fiscal context for our schools

While Proposition 98 directs that 40 percent or more of our State Budget annually be appropriated to public schools, the fiscal context for our schools provides boundless challenges:

- California's fiscal support for our schools remains among the lowest in the nation -- a situation problematic at any time but especially with a school population that is growing in numbers and diversity.
- Wide discrepancies continue to exist among school districts in terms of financial viability. The gap in revenues expended per student between our highest- and lowest-spending districts is over $4,000 -- a gap that excludes non-governmental revenue sources.
- Voters in some districts are willing to pass bond measures to build and maintain school facilities and, in other districts, bond measures are not approved.

This combination of fiscal realities presents dilemmas for our schools -- a pivotal societal institution for realizing the Commission's vision for the California of tomorrow.

HIGHER EDUCATION UPDATE

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DECEMBER 1997

News from the
CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

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Enrolling a Student Body: The Changing College Admissions Process in the 1990s

THIS series of seven Higher Education Updates (with accompanying Fact Sheets) explores California's policies, programs, and practices designed to provide all our students with an equal opportunity to pursue their educational goals – goals that benefit both the individual and our state. The Commission's intention in publishing this series is to enhance understanding among all Californians and our policy makers about the importance of educational equity to our State's future. Beginning in April 1997, the Commission will publish a Higher Education Update approximately every two months through April, 1998. At that time, the series will conclude with the publication of an Update that presents a set of options for the State to consider for furthering our goal of educational opportunity for all Californians.

The educational mission of our colleges and universities is to prepare students to participate productively in the world that they will enter upon graduation -- a world increasingly international, interdependent, and multicultural. The responsibility of our higher educational institutions, then, is to ensure that our graduates learn the skills, competencies, abilities, and attitudes to function effectively in diverse, inclusive, and global marketplaces and communities. To accomplish this goal, our colleges and universities strive to enroll an academically excellent student body on each campus that is inclusive of the backgrounds and cultures that increasingly comprise California and the world. In this regard, the college admissions process is of a critical importance.

What is the college-choice process?

The college-choice process is an interactive sequence of actions -- some controlled by the student and some by colleges and universities -- resulting in a student enrolling on a particular campus. Initially, students decide to apply to one or more institutions. At that point, the decision-making process passes to institutions as they make determinations about the applicant's admissibility. Upon institutional notification, the process is, once again, controlled by the student who selects from among those institutions offering admissions, with cost, availability of financial aid, and academic program offerings playing significant roles in the decision-making process. The interplay between the perspectives and goals of students and institutions is highlighted in the decisions that each makes at every stage of this interactive process.

From an institutional point of view, how can the college admissions process be described?

The college admissions process is a juggling act that involves encouraging a pool of students to apply, making decisions about the pool of applicants, and persuading a sufficient number to enroll who have the ability to succeed at the institution. This process could be described as a "mix-and-match" proposition -- often more art than science.

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At the freshman level, traditional measures regarded as demonstrating ability are high school grades, college admissions test scores, and completion of college preparatory courses in high school. While considered objectives, grades and test scores are both imperfect and imprecise when used in isolation in the admissions process.

- Imperfection: The major limitation in using these traditional measures is that they are imperfect predictors of college success. High school grades are the best, albeit moderate, predictors of freshman grades; test scores add little beyond high school grades to the prediction of freshman performance. Moreover, there is virtually no association between high school grades or test scores and either college graduation or cumulative grades across the range of their measurements.
- Imprecision: The pool of freshman students who apply to a college attend different high schools whose grading practices vary. Therefore, grade-point average comparisons may contribute to imprecise judgments about students' ability or even prior achievement. While college admissions test scores are standardized, they are imprecise in two ways: (1) a student's performance may vary significantly from one test administration to another -- a reliability issue; and, (2) moderate score differences may not necessarily reflect actual ability differences.

Due to both these inadequacies, most colleges and universities have developed multiple and more robust measures to complement high school grades and admissions test scores in assessing the prior achievement of students and their potential for success at particular institutions.

Are there particular complexities to admitting a student body in a public institution?

The admissions process is especially complex at a public institution because of its responsibility to educate all the communities that comprise the State. President Daniel Coit Gilman, in his Inaugural Address as President of the University of California in 1872, expressed this point clearly:

> This is 'The University of California' . . . the University of this State. It must be adapted to this people . . . to their geographical position, to the requirements of their new society and their undeveloped resources. It is not the foundation . . . of private individuals. It is 'of the people and for the people' . . . . It opens the door of superior education to all . . . .

Likewise, the University has understood that, as a land-grant institution, it has a responsibility to assemble a student body that mirrors the State's population because it will broaden the educational experience of all students -- a vital part of the educational mission of all colleges and universities.

This responsibility has been similarly understood by our State University -- a system that emerged from the public schools in 1960 -- and our community colleges that remain especially responsive to their local communities today. Moreover, this tenet that serving all communities of the State is inherent in the mission of public institutions has been supported by the governing boards of these systems and the California Legislature numerous times over the last two decades.

What are the current policies for selecting a freshman student body at California's public colleges and universities?

The 1960 Master Plan for Higher Education in California established policy guidelines for freshman admissions to our public colleges and universities:

Community Colleges: Any Californian who is 18 years or older with the capacity and motivation to benefit has the opportunity to enroll in our community colleges. When there are more applicants than spaces in specific academic programs, the current policy is "first-come, first-served" rather than a specification of admissions criteria.

California State University: The Master Plan encourages the State University to select its first-time freshmen from the top 33.3 percent of the public high school graduating class.

University of California: The Master Plan encourages the University to select its first-time freshmen from the top 12.5 percent of the public high school graduating class.

The public systems have the authority to set admissions requirements such that these guidelines are met.

Periodically, the California Postsecondary Education Commission (CPEC) conducts an Eligibility Study to review the extent to which the universities' admissions requirements yield pools of students consistent with the Master Plan guidelines. Based upon this study, our public university systems have modified their admissions requirements numerous times since 1960 in order to admit freshmen classes in concert with these guidelines.

What are the current admissions requirements for our public universities?

Admissions requirements vary by system, but each has three components: course pattern, performance, as measured by grades, and performance on college admissions tests, such as the SAT and ACT. The current requirements are presented on Display 1 on the next page:

DISPLAY 1 1997 Freshman Admissions Requirements for California's Public Universities

	California State University	University of California*
Course Pattern (in years)		
History/Social Sciences	1	2
English	4	4
Mathematics	3	3
Laboratory Science	1	2
Foreign Language	2	2
Visual/Performing Arts	1	N/A
Advanced Course Electives	3	2
Performance in Courses (GPA)	2.0 (all courses)	2.82 (Designated courses)
College Admissions Test Requirement	No tests if GPA is greater than 3.0	SAT I or ACT and Three SAT II Subject Tests
College Admissions Test Performance	An index that sets a specific score required for each GPA	An index that sets a specific score required for each GPA
	No set score if GPA is 3.0 or above	No set score if GPA is 3.3 or above

*Students can be admitted to the University by examination alone if their SAT score is 1400 or above or their ACT score is 31 or above, and they score a combined 1760 on the SAT II (Achievement Test), with no score below 530.

What does "eligible" mean in college admissions?

High school students who meet the respective admissions requirements for the State University or the University, as outlined above, are eligible for admission to that system.

Eligibility is the key concept in the current admissions process. If students meet the admissions requirements for a particular university system, they are eligible for admission to that system. If they do not meet those requirements, they are not eligible. That is, **eligibility is an "either-or" condition**; it is not a comparative judgment in which one student is more or less eligible than another.

An eligibility rate indicates the percentage of a specific group of high school graduates who are eligible to attend a public university system. Eligibility rates are computed on a statewide basis and by gender, by major racial-ethnic categories, by geographic regions, and by location in the state.

What are the major differences in eligibility rates across demographic categories?

The latest Eligibility Study reported that 29.6 percent of California 1996 high school graduates were eligible for the California State University -- 3.7 percentage points below the system's Master Plan guidelines of 33.3 percent. The corresponding estimate for the University of California is 11.1 percent -- 1.4 percentage points below the Master Plan recommendation of 12.5 percent.

- Women achieved eligibility to attend both of our public universities in greater proportions than men.
- The eligibility rates for Asian students were above the Master Plan guidelines for both systems.
- The eligibility rates for Black students were below the Master Plan guidelines for both systems.
- The eligibility rates for Latino high school graduates were below the Master Plan guidelines for both systems.
- The eligibility rates for White students tended to most closely resemble the Master Plan guidelines and the statewide population average for both systems.
- Considerable variation exists in eligibility rates by geographic region. The San Francisco Area, Orange County, and the San Diego/Imperial County region had the highest rates; the more rural areas had the lowest rates.
- Suburban students were more likely to be eligible for both public university systems than either their rural or urban classmates.

If our campuses are to encompass the broad diversity of California's population, then differences in eligibility rates among students from specific racial-ethnic groups, geographic regions, and types of communities pose challenges for our public universities in assembling a student body reflective of our varied backgrounds and experiences.

What are the current admissions practices of our public universities?

While the Master Plan encourages the State University and University to select its freshmen student body from the top

33.3 percent and 12.5 percent, respectively, the governing boards of the State University and University have established the following policy: **all applicants who meet the admissions requirements of the respective system will be admitted to that system**. In this sense, these systems have exceeded the Master Plan guidelines by **admitting, rather than selecting from, all eligible applicants to their systems.**

How does the current admissions process function at the State University?

Except at the Cal Poly campus at San Luis Obispo, which has more applicants than freshman spaces, the State University admits all eligible students to the campus(es) to which they apply. At the Cal Poly campus, measures of academic achievement -- high school grades and college admissions test scores -- are the primary selection criteria. In addition, supplemental criteria, such as extracurricular activities and work experience, are used to select from among eligible applicants. Similar criteria are used with respect to admissions to academic programs on campuses in which there are more applicants than spaces.

How does the current admissions process function at the University?

Although all eligible applicants are offered a place in the University system, the admissions process is complicated and varies by campus.

- All eligible applicants to Riverside and Santa Cruz are admitted to those campuses.
- At the other six general campuses where there are more eligible applicants than freshman places, between 50 and 75 percent of freshmen are admitted based solely upon their academic accomplishments, including quality of completed courses, rigor of their senior year, grade point average, and test scores. The remainder of the freshmen are selected based on academic accomplishments and their personal traits, talents, and unusual experiences that indicate their potential to contribute to the educational environment and vitality of the campus.

What are the factors of potential contribution to a campus that the University currently considers in selecting a student body at campuses where there are more eligible applicants than spaces?

In selecting from a pool of eligible applicants, the University currently considers the following factors in combination:

- Special talents, interests, or experiences that demonstrate unusual promise for leadership, achievement, and service in a particular field, such as civic life or the arts.
- Special circumstances that may have affected an applicant's life experiences, including:
  - -- having a physical or mental disability;
  - -- having personal difficulties;
  - -- being a member of a low-income family;
  - -- being a refugee; and,
  - -- being a veteran.
- Capacity to contribute to the cultural, economic, and geographic diversity of the student body.

The inclusion of these factors in the admissions process is expected to result in a class that has the potential to contribute to the educational environment and vitality of a campus. However, **these factors are considered only after students have demonstrated that they have met the admissions requirements.**

Have the factors of potential contribution to a campus changed recently?

The Board of Regent of the University decided to eliminate consideration of race, ethnicity, color, national origin, and gender in its admissions policies and practices in 1995 through a resolution known as SP-1. Prior to this decision, these factors were included among the list of "academic achievement and promise" criteria.

Why doesn't the University select students solely on the basis of academic achievement?

Once the pool of academically eligible students has been identified, the University considers other factors in its admissions process for the following reason: it seeks a student body on each campus that is inclusive of various talents, life experiences, and backgrounds such that the education of **all** enrolled students will be enriched and **all** students will be better prepared to be productive members of the world they will enter upon college graduation.

Admissions practices at other selective campuses throughout the country -- public and independent -- indicate that the vast majority of institutions use a combination of academic factors and other criteria beyond only high school grades and test scores to assemble a freshman class. For example, independent colleges and universities have, in the past, emphasized geographic balance so eligible students from states such as Wyoming or Idaho were often admitted. Basically, all selective institutions attempt to enroll a student body reflective of the rich diversity of backgrounds, experiences, talents, and aptitudes in their pool of academically eligible applicants.

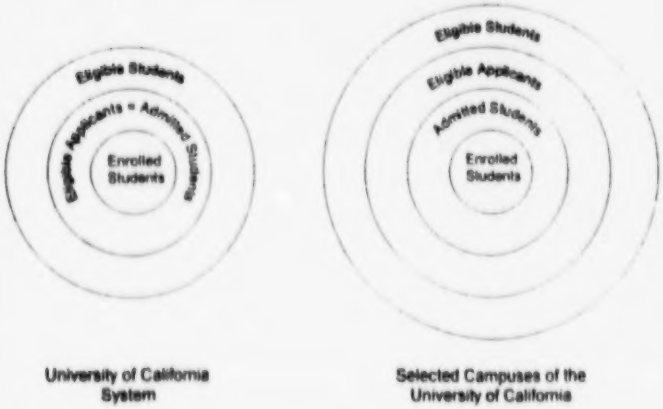
Why has admission to our public universities become controversial if all eligible applicants are admitted to the public system(s) to which they apply?

It is important to distinguish between admission to a public university system and admission to a specific campus within that system. The Master Plan policy guidelines speak to admission to a system; they do not address admission to a particular campus or program of study. Similarly, the current practice revolves around offering admission to the system for all eligible applicants.

In particular, admissions to the University of California has received considerable attention in recent discussions about the legality, fairness, and equity of "affirmative action". **While all eligible applicants continue to be admitted to the University, the controversy has centered on admissions to specific campuses within the system.** That is, not all eligible applicants have been admitted to their first choice campus or program of study, especially if that campus is Berkeley or Los Angeles, or the program of study is Engineering, Computer Science, or specific unique programs on each campus. In both these cases, there are more eligible applicants than spaces and campuses must choose from among **eligible** students. The process by which these decisions are made is a contentious matter.

Display 2 provides a picture of this situation. The set of concentric circles on the left presents the circumstances with respect to the system as a whole: from the pool of eligible students, all those that apply are admitted to the system. Once admitted, students decide whether to enroll. On the other hand, the set of circles on the right illustrates the situation at selective campuses of the University: the pool of eligible students yields a group of eligible applicants;

DISPLAY 2 College Admissions at the University of California



because there are more applicants than spaces, campuses must make a decision about whether to admit a student; those accepted constitute the pool of admitted students. As is the case with the set of circles on the left, students then make a decision whether to enroll.

Let's examine the challenge of selecting a student body for a campus such as Berkeley: In 1997, 27,250 students applied to Berkeley; 8,450 were admitted and 3,520 freshmen were expected to enroll. Of the over 24,000 eligible applicants, nearly 12,000 of these students had grade point averages of 4.0 or better. Therefore, irrespective of the factors that Berkeley used in choosing a freshman class, sheer arithmetic means that Berkeley lacked space to enroll close to 8,480 applicants with at least 4.0 grade point averages. This situation is intensified because thousands of other applicants with less than 4.0 grade point averages are also fully eligible for admission to Berkeley.

This illustration highlights two significant aspects of the admissions process at the University:

- All eligible Californians who applied to Berkeley had the opportunity to become an University of California freshman -- an opportunity that exceeds the promise of the Master Plan -- but only 3,520 became Golden Bears.
- Because the University's campuses, particularly Berkeley and Los Angeles, have more eligible applicants than can be accommodated, their admissions process is likely always to be controversial.

Is consideration of potential contribution to a campus giving unfair advantage to some students?

As stated above, consideration of these criteria is predicated upon the goal of creating an academically excellent student body that is inclusive of the variety of talents, life experiences, and backgrounds of Californians. Therefore, a student who possesses an unique talent -- such as playing the oboe or excelling in debate or in athletics -- or a student who is from a low-income background, or a student who is from a geographic area of the state that sends few high school graduates to the University may be selected before other students in order to have that characteristic or talent on each campus.

However, the pool of students for whom these factors are considered have already demonstrated their academic eligibility to attend the University. That is, prior academic achievement is the single determinant of admission to the system; the use of additional factors is the University's strategy by which to enroll an inclusive and diverse student body on each campus from an applicant pool that has already demonstrated academic excellence.

Are there quotas in the University's admissions process?

No. In 1978, the United States Supreme Court ruled in the Bakke decision that quotas or "set-asides" in college admissions were unconstitutional. However, this decision stipulated that race could be given some consideration in a college admissions process in order to promote "the robust exchange of ideas".

Are students ever admitted to the State University or University who are not eligible because they did not meet the admissions requirements?

Yes. The Board of Trustees of the California State University and the Board of Regents of the University of California have authorized that a specific percentage of their new or freshman classes may be admitted through a process known as "admissions by exception." These students are regarded as having exceptional potential to succeed but, due to individual difficulties or inadequate schooling, have not demonstrated a sufficiently high level of academic achievement to be eligible at the time that they applied. At the State University, eight percent of all new students may be "admitted by exception." At the University, six percent of entering freshmen can be "admitted by exception", but the University has admitted a smaller percentage through this process than authorized in recent years.

Summary

Currently in California, an imbalance exists between the number of eligible applicants and spaces available. As such, there may be no absolutely equitable and fair process by which to choose a class. Given that reality, then, our campuses have developed selection processes that seeks to balance individual student achievement, their responsibilities as public institutions to serve all California communities, and their perspective on educational excellence. However, students and their parents who pay taxes view the opportunity to enroll at a public campus of first choice as a reward for academic excellence in high school. From the perspective of a student (or his or her parent) who is unable to attend the campus of first choice, a public institution's balancing act may be of lesser concern than personal disappointment resulting from an unfavorable decision. The meshing of these legitimate perspectives is central to the current discussion about the college admissions process -- the results of which are displayed on the accompanying fact sheet for the Class of 1996.

This Update discusses one goal of our higher educational institutions -- to enroll an academically excellent student body reflective of the diversity of the State's population -- a prerequisite to preparing our students for the world that they will enter upon graduation from our colleges and universities. A second mandate for our institutions is to create learning environments that capitalize on the intellectual, demographic, and experiential diversity of the student body -- a topic for the next installment in this series.

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between the number of eligible applicants and spaces available.
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First-Time Freshmen in California Colleges and Universities to Fall 1996

A CALIFORNIA POSTSECONDARY EDUCATION COMMISSION FACTSHEET

College-going Rates of High School Graduates

In 1996, the proportion of California high school graduates choosing to enroll in the state's public postsecondary institutions was 52.7 percent -- nearly identical to the 1995 rate of 52.6 percent, as Display 1 illustrates. This level of participation was spurred primarily by increases in the proportions of these graduates choosing to enroll in our public universities.

While the number of first-time freshmen at the State's community colleges also rose somewhat, that growth did not keep pace with the increasing size of the graduating class. As a result, the proportion of high school seniors enrolling in that system was slightly lower than the previous year. Of the 1995-96 high school graduates, 101,165 chose to enroll in California Community Colleges in Fall 1996 -- 285 more than last year. However, because of the larger size of this year's graduating class, the college-going rate of these graduates was 35.4 percent -- a small drop from last year's rate of 36 percent. Over the last five years, the proportion of high school graduates enrolling at community colleges dropped from a high of 37.2 percent in 1992 to 35 percent in 1994 and continues to fluctuate between 35-36 percent.

The proportion of California high school graduates choosing to enroll at campuses of the California State University continues to increase. In fall 1996, 9.8 percent entered this system -- the highest college-going rate for this system since 1991. The 1996 entering class -- 28,071 new freshmen -- is also nearly 3,000 students larger than the entering class of 1991.

The 1996 freshman class at the University of California included 22,108 California high school graduates -- 7.7 percent of last year's high school graduating class. Since 1993, the freshman class from California high schools has increased each year by approximately 1,000 students.

Participation of Diverse Student Groups

Among recent public high school graduates from different racial-ethnic groups, the patterns of participation in public higher education varied substantially, as Display 2 shows:

- Asian public high school graduates decreased their participation in the community colleges and increased their participation at the state's public universities, particularly at the University of California.
- The participation of Black public high school graduates declined somewhat at the community colleges and the University of California but it increased by 1.2 percentage points at the State University.
- Changes in the number and participation of Filipino students graduating from the state's public high schools who enrolled in its public postsecondary institutions were similar to those of Asian high school graduates.

DISPLAY 1 College-Going Rates of California High School Graduates, Fall 1991 to Fall 1996

Fall	High School Graduates	California Community Colleges		California State University		University of California		College Going Rate
		Number	Percent	Number	Percent	Number	Percent	
1991	256,294	95,122	37.1	25,087	9.8	18,246	7.1	54.0
1992	267,861	99,759	37.2	21,093	7.9	19,188	7.2	52.3
1993	272,800	100,685	36.9	20,502	7.5	19,253	7.1	51.5
1994	277,383	97,069	35.0	23,409	8.4	20,303	7.3	50.8
1995	280,352	100,880	36.0	25,606	9.1	21,140	7.5	52.6
1996	286,069	101,165	35.4	28,071	9.8	22,108	7.7	52.7

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- The smallest changes in participation occurred among Latino public high school graduates whose low college-going rate declined slightly. Their participation at the community colleges remained constant: their rate of participation increased by 0.3 percentage points at the State University; it declined by that same percentage at the University of California.
- The pattern of change in the participation of White public high school graduates is similar to that of Asian and Filipino graduates but somewhat less pronounced. White graduates decreased their participation at community colleges while increasing their participation at the State University and the University of California by the same amount.

DISPLAY 2 College-Going Rates of Recent California High School Graduates, Fall 1995 and Fall 1996

	CCC		CSU		UC	
Group	1995	1996	1995	1996	1995	1996
Asian	33.6	31.7	12.4	12.7	20.8	21.7
Black	38.5	38.0	9.3	10.5	3.9	3.6
Filipino	46.6	44.0	14.7	16.4	9.2	9.6
Latino	33.6	33.6	7.3	7.6	3.5	3.2
White	34.3	33.1	6.7	7.1	5.4	5.8

Regional differences

Changes in college-going rates among ten geographic regions of the state tended to be quite variable, as presented in Display 3.

- Five regions of the states experienced increases in the proportions of their graduates enrolling in all three public systems -- the greater Sacramento region, the South-Central Coast region, Los Angeles County, the North Central Valley, and Northern California.
- The San Francisco Bay region continues to have the largest college-going rate of any region despite a reduction in the proportion of its graduates enrolling in community colleges. The university-going rate increased in this region by nearly two percentage points.
- The college-going rate in the greater Sacramento region continues to improve with larger proportions of its graduates enrolling in all three public systems. The proportion of this region's graduates who enrolled in community colleges was the highest in the state.
- The college-going rates of graduates from Orange County high schools and from high schools in the South Central Valley declined, primarily because of decreases in community college participation.
- The college-going rate for Los Angeles County graduates exceeded the statewide average, while the San Diego/Imperial county region dropped below the statewide average due primarily to decreases in the percentage of its graduates who enrolled in the community colleges.
- While the proportion of high school graduates in the Riverside/San Bernardino county region enrolling at the State University increased, this region's college-going rate slipped further behind all other regions as its community college going rate dropped substantially.

DISPLAY 3 Regional Participation Rates of California High School Graduates as First-Time Freshmen, 1996

Region	High School Graduates	California Community Colleges		California State University		University of California		Total College Going Rate
		Number	Percent	Number	Percent	Number	Percent	
San Francisco Bay	53,402	20,541	38.5	6,041	11.3	949	11.1	60.9
Sacramento Area	14,621	6,314	43.2	1,428	9.8	982	6.7	59.7
South-Central Coast	18,038	7,343	40.7	1,320	7.3	1,251	6.9	55.0
Orange County	24,332	8,437	34.7	2,290	9.4	2,476	10.2	54.3
Los Angeles County	78,315	26,978	34.4	8,711	11.1	735	8.6	54.2
State Average			**35.4**		**9.8**		**7.7**	**53.6**
San Diego/Imperial	24,232	8,447	34.9	2,401	9.9	1,911	7.9	52.7
North Central Valley	14,115	5,740	40.7	1,118	7.9	525	3.7	52.3
South Central Valley	19,871	7,118	35.8	1,919	9.7	634	3.2	48.7
Northern California	11,023	3,822	34.7	901	8.2	374	3.4	46.2
Riverside/San Bernardino	28,120	6,425	22.8	2,104	7.5	1,384	4.9	35.3

HIGHER EDUCATION UPDATE

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News from the
CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

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Toward a Greater Understanding of the State's Educational Equity Policies, Programs, and Practices: The Collegiate Experience

THIS series of seven Higher Education Updates (with accompanying Fact Sheets) explores California's policies, programs, and practices designed to provide all our students with an equal opportunity to pursue their educational goals -- goals that benefit both the individual and our state. The Commission's intention in publishing this series is to enhance understanding among all Californians and our policy makers about the importance of educational equity to our State's future. Beginning in April 1997, the Commission will publish a Higher Education Update approximately every two months through April, 1998. At that time, the series will conclude with the publication of an Update that presents a set of options for the State to consider for furthering our goal of educational opportunity for all Californians.

THROUGHOUT this series, the Commission has stated repeatedly that one goal of our educational system is to prepare students to participate productively in the world that they will enter upon graduation -- a world that will be increasingly international, interdependent, and multicultural. This installment of the series explores the nature of our students' college experiences and the extent to which our institutions are environments that are preparing them for the California of the future. As Gerhard Casper, President of Stanford University, said with respect to the importance of diversity at our colleges and universities:

> We do not admit minorities to do them a favor. We want students from a variety of backgrounds to help fulfill our educational responsibilities . . . to educate leaders for a diverse and complex society.

Three major influences affecting the experiences of our students in a collegiate setting provide the organization for this Higher Education Update. They are:

1. Faculty,
2. Staff, and,
3. Students.

THE INFLUENCE OF FACULTY

How do the faculty influence the collegiate experiences of students?

The primary educational activities on our college and university campuses occur in classrooms, in various research settings, and through public service opportunities. Faculty play multiple roles in these activities:

- The faculty select the curriculum and, therefore, the knowledge to which students are exposed. This responsibility for curriculum development places the faculty in a key position to determine for students the relative importance of ideas, people, and cultures.
- Faculty teach the curriculum. Teaching is the act of transmitting knowledge judged to be significant and the critical skills needed to comprehend this knowledge base.

- The faculty choose the research topics that will constitute new knowledge. Particularly at doctoral-granting institutions, professors identify the relevant fields in which pure and applied research will be conducted and, because of the apprentice-like relationship between researcher and student, guide their apprentices into investigations that may launch academic careers.
- In large measure, faculty determine the nature of the public service that colleges and universities conduct. For this reason, faculty play a crucial part in engaging our students in the world that surrounds the campus.
- The faculty serve as the embodiment of the academic career. The extent to which professors are perceived positively may influence the decision of students to pursue careers in the academy.
- Faculty members are leaders on campus. They provide a picture of the respected individuals in the society. Furthermore, professors are the primary source of encouragement and support for students pursuing academic careers and other professional fields as well.

Faculty, then, both determine the skills, knowledge, and competencies that students learn and they identify and select the next generation of educators.

Given these roles, why is the composition of the faculty important in achieving the educational mission of the institution?

Faculty composition is important for several reasons:

1. If the faculty present multiple perspectives on areas of inquiry, teach subjects in a variety of ways, emphasize different points of views, place unique significance on particular pieces of knowledge, and identify myriad ways of viewing an event, students will have greater exposure to the diverse approaches that increasingly characterize the world that they will enter upon graduation. Moreover, presentation of differing perspectives provides the opportunity for students to become independent thinkers capable of examining issues from multiple viewpoints and forming their own opinions.
2. Faculty members set the parameters of scholarship and research, particularly at doctoral-granting universities. If those parameters are set based on individuals' broad and diverse range of experiences, students will have greater license to experiment in their scholarly activities and stretch their own creative minds.
3. In most colleges and universities, "public service," or community involvement, is an integral part of the institution's mission. When faculty have diverse interests in public service, students will have legitimate choices to explore in both becoming familiar with a multiplicity of communities and utilizing their new knowledge and skills in various ways.
4. Because faculty form the core of our colleges and universities, they are leaders for students. When the faculty consists of individuals from various backgrounds, with different experiential bases, and with varying teaching and scholarly interests, students have opportunities to expand the universe of leaders with whom they identify and interact. Because most students live in homogeneous communities, attending a college or university may be among their first experiences with leaders whose backgrounds are different from their own. A diverse faculty illustrates that people from all backgrounds, and particularly their own, are leaders and that they, also, may earn positions of prominence and respect in this society.
5. Concomitant to the role of faculty as leaders, faculty are also role models and mentors for students. This aspect of faculty-student relations is especially crucial in replenishing the academy but it has wider implications in that graduates are introduced into myriad professions through the actions of faculty. Only by ensuring that students from diverse backgrounds have opportunities to participate in the formal and informal processes by which these introductions occur is it likely that the diversity of the country's professions will expand.

Are the only effective relationships between faculty and students when they have the same backgrounds and experiences?

No. The primary requisite for being a mentor or role model is to be a caring and concerned individual who is willing to assist a student to develop his or her potential to its fullest -- a quality demonstrated on campuses by faculty from all backgrounds and communities with students from equally diverse backgrounds. On the other hand, the presence of faculty from diverse backgrounds enhances the probability that students from similar communities will take full advantage of the educational opportunities available on campus.

What is the process for selecting faculty members?

Faculty are normally selected through a search process at the departmental level. When a position becomes available, an announcement is prepared and distributed throughout local, state, and national educational communities. Usually, applications are reviewed by the campus Personnel Office to determine if they meet minimum qualifications.

Candidates are only considered for a faculty position if they are qualified on the basis of academic degrees earned, number of years of teaching experience, or other criteria outlined in the position description. The specific strengths that a candidate brings to the position in terms of areas of spe-

cialization, research interests, quantity and quality of publications, and the extent to which the candidate would contribute uniquely to the department in terms of adding breadth or depth are considered as well.

All applications that meet those qualifications are forwarded to the relevant academic department which establishes a search committee to identify those candidates that it will interview. The interview committee is often composed of several members of the hiring department and, often, faculty from other appropriate departments.

The interview committee forwards a recommendation to the departmental chair. If there is concurrence with the recommendation, the chair forwards the recommendation through the appropriate administrative channels in order to tender an offer. Only in rare instances does the campus administration act in a manner contrary to the recommendation of a departmental interview committee.

How do colleges and universities seek to assemble a diverse faculty?

Because our colleges and universities consider diversity to be an educational strength, they often seek to expand the pool of qualified candidates applying for faculty positions. Moreover, since 1965 when President Johnson issued Executive Order 11246, institutions receiving federal contracts have been required to make "good faith" efforts to eliminate the effects of historical discrimination and assure that equal opportunities are available for prospective employees.

To accomplish this goal, our institutions use various strategies, including placing position announcements in publications read by prospective applicants from diverse backgrounds, establishing communications with institutions that award advanced degrees in significant numbers to students from various backgrounds, and developing recruitment programs that focus on graduates from these communities. These efforts are particularly important because faculty recruitment has traditionally relied upon informal networks among faculty members from various institutions who are in close contact. The extent to which candidates are part of these informal networks varies, often, on the basis of the universities from which they graduated, their gender, and their racial-ethnic background.

What is the composition of the faculty in California higher education?

Display 1 on the accompanying Fact Sheet presents information on the composition of faculty in California public higher education in 1995 -- the latest year for which information is available. Men comprised a majority of the faculty in all public higher education systems in the mid 1990s, particularly at the University of California. Further, White faculty members constituted over three-fourths of the professoriate in each of these systems. In the two university systems, Asian faculty comprised the next largest group, while the second largest group in the community colleges consisted of Latino faculty members.

THE INFLUENCE OF STAFF

How do the staff influence the collegiate experiences of students?

A second major influence on the educational experiences of our students in higher education are the staff, including the institution's executives and administrators. Like the faculty, these educators have critical roles that influence students:

- Through their actions and decisions about expenditure of resources, the executive staff exhibit the values and philosophy of the institution.
- Staff develop the system through which the institution is managed. This responsibility places them in key positions to influence the progress of their students.
- Staff teach students the institution's operative procedures and assist them to understand and negotiate the institution.
- Staff develop and implement the programs and services that are responsive to the changing needs of students and that affect both students' academic and personal development.
- Staff serve as the embodiment of careers in educational environments. If staff are perceived positively, students may decide to pursue careers in the academy.

Given these roles, why is the composition of the staff important in achieving the educational mission of the institution?

Staff composition is important for several reasons:

1. The executive and administrative leadership determines the values and perspectives that permeate the campus. Decisions about the allocation of institutional resources, particularly as related to activities that directly affect students, are critical in influencing the extent to which students will be able to achieve their educational objectives.
2. Staff play major roles in students' educational experiences through the creation of programs that serve the academic needs of the student body, especially those that are designed to foster academic success of students. This complex of services includes tutoring, skill development courses, learning laboratories, academic advisement, and study skills classes. In addition to this academic

support, the concern and care demonstrated by the program staff often creates a permanent bond between the student and the institution.

3. With respect to non-academic activities, staff are responsible for developing activities designed to integrate students into the collegiate environment. Staff sponsor student organizations, arrange campus cultural activities, select artwork to be displayed throughout the institution, counsel students during personal and physical crises, and live with students on campuses with residential facilities. If the traditions and cultures of students from various communities are reflected throughout the campus, students are more likely to perceive the campus as hospitable.
4. Staff are institutional ambassadors as well as mentors and role models. They transmit the institution's values and perspectives and determine the extent to which students perceive that the institution is committed to their educational success. Moreover, students may make decisions about whether to pursue careers in higher education on the basis of their interactions with collegiate staff.

Are there effective relationships between staff and students only when they have the same background and experience?

No. However, because of the crucial role that staff play in influencing students' experiences in college or university settings, if staff are comprised of individuals from various backgrounds and with varying life experiences, all students will be exposed to a wider range of leaders than they are likely to have encountered in the past. This exposure may be experienced differently by students from various backgrounds but its significance is that students from various groups will have the opportunity to interface and communicate with a diverse set of leaders.

A second outcome likely to emerge when staff consist of individuals from various backgrounds and life experiences is that these differences will be reflected in their own actions and perspectives. That is, their communication styles, programmatic designs, cultural interests, and artistic tastes vary and that variation provides students with a multiplicity of choices on campus. Opportunities for students to have choices and make decisions is an integral part of the educational experience: the more diverse the staff, the greater the opportunity for making those choices.

What is the process for selecting staff members?

Staff are selected through a search process that often involves staff members from various campus units. As with faculty positions, job announcements are distributed locally, statewide, and often nationally. Upon receipt of applications, the Personnel Office reviews them to determine if they meet minimum qualifications. Those applications meeting the minimum criteria are forwarded to the relevant department which often establishes a screening committee to identify those candidates to be interviewed.

Interviews are held with prospective candidates to determine their particular skills and experience for the position. The degree to which a candidate has occupied a similar position at a campus whose institutional characteristics are congruent with the hiring college or university is often regarded as a positive factor in the hiring process.

Once the screening committee has made its decision, a recommendation is forwarded to the supervisor or manager for the position. If concurrence exists between the supervisor and the committee, the recommendation is forwarded through administrative channels such that an offer may be made. More often than not, the campus administration will accept the supervisor or manager's recommendation.

How do colleges and universities seek to assemble a diverse staff?

As with faculty hiring, both because our institutions consider diversity among the staff to be a strength and because of federal requirements, efforts are made in the recruitment process to develop a diverse pool of candidates. Strategies in staff searches to accomplish this goal are similar to those used in faculty searches: announcements are placed in publications read by diverse audiences and special efforts are initiated to contact graduates from diverse communities.

What is the composition of the staff in California higher education?

Display 2 on the Fact Sheet provides information on the composition of the full-time staff in California public colleges and universities in 1995. The majority of staff members were women in the community colleges and the University. In terms of racial-ethnic background, White staff constituted over one-half of the full-time staff members in all the systems, while the remainder varied by system.

What is the composition of the executive leadership in California public higher education?

The leadership cadre of California public higher education sets the values and determines the perspectives of their systems. As such, the depth and breadth of these executives' knowledge and experience with the various communities that comprise this state will significantly influence the extent to which our colleges and universities prepare students from all backgrounds for the future California.

In each of the public higher education systems, men constituted approximately three-quarters of the executive leadership in 1995. In the community colleges and State University, 65 percent of the administrative leadership was composed of White executives; in the University, that proportion rose to 85 percent. In the State University and University, African-Americans constituted the second largest group of executive leaders, while Latino executives comprised the second largest group in the community colleges.

THE INFLUENCE OF STUDENTS

How do students influence the collegiate experiences of other students?

The student body of a college or university may, indeed, be the most influential factor on the educational experiences of their classmates. Among the ways in which students influence the experiences of their counterparts are:

- As classmates, students express their viewpoints and interact with other students on curricular and instructional matters. They share the intellectual experience of learning new ideas, gaining knowledge, and developing competencies in a formal classroom situation.
- Students learn together through participation in study groups, tutoring arrangements, learning laboratories, informal exchanges, and organized activities.
- Students join campus organizations and collaborate to accomplish common purposes.
- Often, students live together in campus dwellings or in residences adjacent to the college or university.
- Students become campus employees and provide services to other members of the student body.
- Students interact socially through which friendships, romances, and rivalries are formed.
- Students participate in intramural and institutionally-sponsored athletic teams.

In short, interactions among students on campuses are pervasive learning experiences that occur continuously.

Why is the composition of an institution's student body important in achieving its educational mission?

If one of the primary missions of a college or university is to prepare students to participate productively in the world that they will enter upon graduation, then the extent to which our colleges and universities reflect that world is critical in achieving their educational missions. Because that world will consist of individuals from various backgrounds and life experiences, with differing ideas and perspectives, college campuses are best positioned to prepare students if they simulate that future world with respect to its expected diversity. Without diversity of people, ideas, and perspectives, it is unlikely that an institution's graduates will possess the knowledge, skills, and competencies to become adept and comfortable in California's tomorrow.

What is the composition of the student bodies in California higher education?

Display 3 indicates that there were more women than men enrolled in each of the three public systems of higher education in California in 1996, although by only a small margin in the University. Further, the public systems had student bodies in which no racial-ethnic group constituted a majority -- a reflection of the projected State population by the year 2000. White students were a plurality of the population in each of the public systems, with Asian and Latino students comprising the next largest groups. While the same situation holds true in California's independent institutions, the gap between the proportion of White students and others in the student body is somewhat larger than at the public institutions in that White students constitute a majority of undergraduates at these colleges and universities.

Given this composition, to what extent do students self-segregate on college campuses in California?

In recent years, concern has been expressed that, despite the increase in the diversity of California higher education, students tend to interact primarily with others from their same backgrounds and experiences. Often cited to support this conclusion is *The Diversity Project* -- an examination of student attitudes on the Berkeley campus in the late 1980s. The study found that, to some extent, "Balkanization," or the tendency of students from the same racial-ethnic background to associate exclusively with each other, exists. The study, likewise, found that considerable interaction exists across racial-ethnic lines, particularly among students who were nearing the completion of their undergraduate years.

The report concluded that students often go through an evolutionary process on a campus with a diverse student body. In their earlier years, students tend to associate with other students with whom they are most comfortable because of the similarity of their backgrounds and life experiences -- a situation observed historically with respect to associations on the basis of similar religious beliefs. This tendency provides an opportunity for students both to gain confidence and, in the case of students from communities in which college attendance is rare, to absorb as much as possible about their own culture and history. This tendency is especially evident with students who are the first in their families to attend college because of their need for a strong support system that will assist them in adapting to an unfamiliar and

often perceived inhospitable environment. As they progress through the institution and gain social and intellectual self-confidence, students tend to expand their horizons and seek interaction with others whose academic interests are similar, although their backgrounds may differ. Moreover, the researchers concluded that the classroom is an ideal setting to promote interaction among students from different backgrounds by creating intellectual exercises that encourage group dynamics.

To what extent does interaction among students from different backgrounds and experiences lead to conflict or controversy?

Because most students are from homogeneous communities and schools, a collegiate environment may be the first time in which students encounter people from various backgrounds and life experiences. Not surprisingly, a number of reactions may occur because of students' lack of familiarity with people from different communities:

- Students may arrive on campus with negative attitudes towards people from particular communities. Being cognizant of this possibility, some colleges and universities have developed programs and activities to create opportunities for students to gain knowledge and become familiar with classmates from backgrounds other than their own.
- Students may inadvertently say or act in a manner which is offensive to other students. When this occurs, colleges and universities can make these occasions into "teachable moments," where students can learn and grow as a result. In fact, valuable learning experiences can occur if institutions are adept at spontaneously using these inadvertences in an educationally responsible fashion.
- Students may engage in deliberate actions designed to offend a student or group of students. In these cases, institutions have formal and informal processes and procedures to address the incident that denote the boundaries of acceptable behavior in a collegiate setting.

In all these situations, our higher education institutions have a responsibility to both protect the rights of individuals and provide opportunities for participants to learn and gain knowledge from their actions and those of their classmates.

What is the current level of undergraduate degree completion in California higher education?

The attainment of an undergraduate degree is a significant cumulative measure of the extent to which a student's educational experiences have been productive. Display 4 on the Fact Sheet presents information on the composition of the 1995-96 graduating classes from the baccalaureate-granting institutions in California.

In keeping with the composition of the student population in Display 3, women comprised the majority of Bachelor's Degrees recipients. Further, the majority of Bachelor's Degrees awarded in the State University and at the independent colleges and universities are earned by White students; at the University, a plurality of undergraduate degrees are earned by White students. In all three sectors, Asian students receive the second largest proportion of baccalaureates, followed by Latino students.

Summary

The interplay between students' needs and aspirations, on the one hand, and institutional policies, programs, and practices, on the other, creates an ever-changing and dynamic situation. Layered on top of these forces are compelling and evolving State and marketplace interests because, while higher education benefits individual students, it reaps advantages for the commonwealth as well. Due to these more collective interests, the final installment in this series will present the Commission's conclusions and recommendations for achieving greater educational equity in the future -- a future that is dependent on preparing all of our students to be productive members of California's society.

> . . . (O)ne goal of our educational system
> is to prepare students
> to participate productively in the world that they will enter upon graduation --
> a world that will be increasingly international, interdependent, and multicultural . . .
> Because most students are from homogeneous communities and schools,
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> Without diversity of people, ideas, and perspectives,
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> to become adept and comfortable in California's tomorrow.

Composition of Higher Education in California

A CALIFORNIA POSTSECONDARY EDUCATION COMMISSION FACTSHEET

Recent Commission Fact Sheets described the diversity of California's population and its public high school graduates. This Fact Sheet examines the composition of the faculty, staff, and students in California higher education.

Faculty in public higher education

The majority of full-time faculty in California public higher education in 1995 were men, as Display 1 details. The proportion of male faculty is much larger in the university systems than at the community colleges. While 43.9 percent of the faculty at community colleges were women, 31.7 percent and 30.0 percent of the faculty were women at the State University and the University, respectively.

DISPLAY 1 Composition of Full-Time Faculty in California Public Higher Education, 1995

	California Community Colleges		California State University		University of California	
	Number	%	Number	%	Number	%
Total	15,084		10,503		14,642	
Men	8,462	56.1%	7,173	68.3%	10,256	70.0%
Women	6,622	43.9%	3,330	31.7%	4,386	30.0%
Asian	838	5.6%	1,085	10.3%	2,328	15.9%
Black	888	5.9%	405	3.9%	347	2.4%
Latino	1,243	8.2%	626	6.0%	674	4.6%
Nat. Amer.	169	1.1%	62	0.6%	40	0.3%
White	11,691	77.5%	8,325	79.3%	11,253	76.9%
Other	255	1.7%				

White professors constituted over three-quarters of the faculty members in all public higher education systems. Asian faculty members constituted the second largest group in the university systems. At community colleges, the second largest group consisted of Latino faculty. Black, Latino, and Native American faculty had a greatest presence at the community colleges and the least presence at the University.

Staff in public higher education

The composition of the staff in California public higher education is considerably more diverse than its faculty, as Display 2 shows. At the community colleges and the University, the majority of staff in 1995 were women -- 62.3 percent and 65.7 percent, respectively. At the State University, 47.5 percent of the staff were women.

DISPLAY 2 Composition of Staff in California Public Higher Education, 1995

	California Community Colleges		California State University		University of California	
	Number	%	Number	%	Number	%
Total	33,853*		26,673		55,921	
Men	12,773	37.7%	13,964	52.4%	19,153	34.3%
Women	21,080	62.3%	12,709	47.6%	36,768	65.7%
Asian	3,583	12.0%	2,736	10.3%	8,863	15.8%
Black	3,258	10.9%	2,184	8.2%	6,366	11.4%
Latino	5,472	18.3%	3,051	11.4%	7,299	13.1%
Nat. Amer.	356	1.2%	265	1.0%	474	0.8%
White	17,221	57.6%	18,437	69.1%	32,919	58.9%
Not avail.	4,074					

* 13 staff at the community colleges did not identify their gender.

While White staff were the majority in all systems, the representation of staff from all other racial-ethnic groups was substantially larger than among full-time faculty. The presence of Black and Latino staff was at least twice their representation among faculty. While the presence of Asian staff members among the staff at the universities was very similar to that among the faculty at those systems, the proportion of Asian community college staff was twice as large as among community college faculty.

Students in California higher education

The majority of students enrolled in higher education in California in1996 were women, as Display 3 indicates. Their representation ranged from 50.7 percent at the University to 57.4 percent at the community colleges.

The student body enrolled in public higher education in 1996 was considerably more racially and ethnically diverse than faculty at their institutions; its composition was more similar to that of staff at these campuses. The representation of Black students ranged from 7.5 percent at the community colleges to 3.8 percent at the University; Asian students comprised 30.5 percent at the University but only 14.3 percent of community college students and 12.7 per-

DISPLAY 3 Composition of the Total Student Body of California Higher Education, 1996

	California Community Colleges		California State University		University of California		Independent Institutions	
	Number	%	Number	%	Number	%	Number	%
Total	1,304,554		336,803		155,412		199,253	
Men	552,075	42.6%	147,443	43.8%	76,626	49.3%	90,806	45.6%
Women	744,319	57.4%	189,360	56.2%	78,786	50.7%	108,443	54.4%
Asian	186,841	14.3%	60,150	17.9%	47,452	30.5%	25,269	12.7%
Black	97,360	7.5%	21,824	6.5%	5,890	3.8%	11,105	5.6%
Latino	289,415	22.2%	61,551	18.3%	19,182	12.3%	22,155	11.1%
Native Amer	14,637	1.1%	3,520	1.0%	1,426	0.9%	1,609	0.8%
White	574,385	44.0%	142,369	42.3%	65,675	42.3%	111,159	55.8%
Other	20,595	1.6%	9,334	2.8%	2,732	1.8%		
Non-resident	61,570	4.7%	10,901	3.2%	6,787	4.4%	18,329	9.2%
No response	59,751	4.6%	27,154	8.1%	6,268	4.0%	9,627	4.8%
		100.0%		100.0%		100.0%		100.0%

cent of students at independent institutions. The representation of Latino students was also largest at the community colleges -- 22.2 percent -- and smallest at the University and at the independent institutions -- 12.3 percent and 11.1 percent, respectively. About 43 percent of the total cohort in the public systems were White students; White students comprise about 56 percent of the undergraduates at independent California colleges and universities. The racial-ethnic diversity of the student body at the State University was more similar to the community colleges than it was to the composition in the other baccalaureate-granting systems.

Baccalaureate degree recipients

Consistent with their larger representation among enrolled students, a larger proportion of the baccalaureate degrees earned in 1995-96 was awarded to women, as shown on Display 4. While the University awarded 52.9 percent of its baccalaureate degrees that year to women, the independent colleges and universities and the State University awarded 55.2 percent and 56.5 percent, respectively, of these degrees to women.

The largest racial-ethnic group of baccalaureate degree recipients in all systems were White students -- 47 percent at the University, 51 percent at the State University, and 60 percent at the independent institutions. The second largest group of undergraduate degree earners was Asian students -- 28.6 percent at the University, 16.4 percent at the State University, and 12.8 percent at the independent institutions. Latino students received 14.1 percent of the baccalaureate degrees from the State University and 11.5 percent and 11.3 percent of these degrees from the University and independent institutions, respectively. While the enrollment of Black students at the State University was larger than at independent institutions, the proportion of baccalaureates received by Black students from independent institutions was larger than from the State University -- 5.1 percent compared to 4.6 percent. Among baccalaureate degree recipients at the University, 3.3 percent were earned by Black students.

DISPLAY 4 Baccalaureate Degree Recipients in California Higher Education, 1995-96

	California Community Colleges		California State University		University of California	
	Number	%	Number	%	Number	%
Total	52,819		29,721		24,825	
Men	22,966	43.5%	13,989	47.1%	11,115	44.8%
Women	29,853	56.5%	15,721	52.9%	13,707	55.2%
Asian	8,640	16.4%	8,511	28.6%	3,175	12.8%
Black	2,425	4.6%	993	3.3%	1,276	5.1%
Latino	7,431	14.1%	3,407	11.5%	2,796	11.3%
Nat Amer	489	0.9%	305	1.0%	153	0.6%
White	26,935	51.0%	13,957	47.0%	14,979	60.3%
Other	1,354	2.6%	459	1.5%		
Non-Resident	1,707	3.2%	740	2.5%	1,863	7.5%
No Resp	3,838	7.3%	1,349	4.5%	583	2.3%
		100.0%		100.0%		100.0%

Summary

The composition of higher education in California -- faculty, staff, and students -- is quite dissimilar from the composition of the general population in the state. While the composition of the student body in higher education is more similar to the general population, the presence of several groups -- notably Black and Latino students -- is less than expected on the basis of their proportion in California. Further, fewer members of the faculty are from these groups than are present in the total student body.

HIGHER EDUCATION UPDATE

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JUNE 1998

News from the
CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

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Toward a Greater Understanding of the State's Educational Equity Policies, Programs, and Practices: The Commission's Recommendations

THIS series of seven Higher Education Updates (with accompanying Fact Sheets) explores California's policies, programs, and practices designed to provide all our students with an equal opportunity to pursue their educational goals -- goals that benefit both the individual and our state. The Commission's intention in publishing this series is to enhance understanding among all Californians and our policy makers about the importance of educational equity to our State's future. Beginning in April 1997, the Commission will publish a Higher Education Update approximately every two months through April 1998. At that time, the series will conclude with the publication of an Update that presents a set of options for the State to consider for furthering our goal of educational opportunity for all Californians.

INTRODUCTION

Over the past two decades, the California Postsecondary Education Commission has discussed repeatedly the importance of creating equitable opportunities for our residents to pursue their educational goals. Ten years ago, it issued a declaration of policy in which it expressed its viewpoint on the importance of educational equity to our state's future:

> The Commission regards the achievement of educational equity, in a sustained environment of quality, as the critical issue for the State in maintaining its economic, technological, political, and social prominence nationally and internationally (*The Role of the Commission in Achieving Educational Equity*, p. 1).

Given this viewpoint, the Commission has engaged in a number of activities designed to accelerate progress in ensuring that policies, programs, and practices -- in our public schools and our colleges and universities -- provide both equitable opportunities for both access and success for all our students. Among the Commission's current activities are:

- Annual documentation on the status of our progress in creating equitable opportunities for our students;
- Periodic evaluations of specific programs and interventions designed to foster educational equity;
- Sponsorship and support of legislation that has as its goal progress toward greater equality of access and success;
- Participation in collaborative efforts with our educational systems to achieve mutually agreed upon goals that promote educational equity; and,

- Publication of this series of Higher Education Updates and Fact Sheets on our State's educational equity policies, programs, and practices.

In its efforts with respect to educational equity, the Commission has been fortunate to be guided by its Educational Equity Policy Advisory Committee, chaired by Retired Associate Justice of the California Supreme Court and former Commission Chair Cruz Reynoso. This committee, composed of representatives from our public schools and our various higher education sectors, provides to the Commission the knowledge that emerges from the experience of teaching and advising our students on a daily basis. Moreover, the committee members contribute their wisdom about the effects of potential policy changes that the Commission is considering or that the Governor or Legislature has proposed. As a consequence, the Commission's deliberations and subsequent recommendations are enriched by the practicality and range of experience of Committee members.

About this series

This educational equity series emanated from a recommendation of the Educational Equity Policy Advisory Committee which was offered at the time when the controversy about affirmative action began in California and nationally. The Committee recommended to the Commission that its role should be to communicate to Californians the importance of educational equity to our state's future and the Commission agreed to assume that responsibility. To accomplish this goal, the series was designed to further understanding about the State's educational equity policies, programs, and practices through a factual documentation and description of the current context of our state, an exploration of the demographic changes presently underway and expected for the future, and an examination of various aspects of the educational process as they affect the goal of developing educational environments that provide equitable opportunities for access and success of all of our students.

The first six installments consist of two parts:

- an Higher Education Update that discusses the trends and important issues related to educational equity; and,
- a Fact Sheet that is quantitatively oriented and contains specific information related to the topic.

The six previous installments in this series are:

1. *The Reality of the California of Today* that delineates California's strengths and challenges as the decade of the 1990s ends;
2. *A Vision of the California of Tomorrow* that pictures a society that has capitalized on our strengths and minimized our real and potential liabilities;
3. *The Role of Education in Creating the Commission's Vision of the California of Tomorrow* that discusses the centrality of our educational system -- at all levels -- to ensure that students learn "the shared California perspective";
4. *Schools as a Resource in Realizing the Commission's Vision of the California of Tomorrow* that documents the extent to which educational opportunities and resources are equitably distributed throughout all our schools so that students can be prepared to participate productively in the California of tomorrow;
5. *Enrolling a Student Body: The Changing College Admissions Process in the 1990s* that explains the complexities of selecting an entering class, particularly at our public universities; and,
6. *The Collegiate Experience* that describes the major influences on the experience of students, particularly during their undergraduate years.

The above numbers associated with specific installments will be referenced throughout this document.

This installment will offer recommendations about actions that our decision makers, our educational institutions, our students and their parents, and Californians in general should take to make greater progress in ensuring that our state will continue to be a vital and dynamic leader in the future. Achievement of this goal is contingent upon educating our students for the social, economic, personal, and political challenges that they will encounter as we enter the 21st century. To provide common ground for these recommendations, the next section of the installment will briefly describe the context of our state. The third section discusses the Commission's viewpoint with respect to educational equity. The fourth section presents the Commission's recommendations on educational equity as we enter a new millennium.

As we begin the next millennium, our myriad demographic changes and their swiftness should be the basis for public policy discussions and the actions that result from them. The specific changes which Californians must anticipate were discussed in the first two installments in this series and are briefly described below:

- *Sheer Population Growth*: Our state's population has been expanding at the rate of 600,000 people per year -- a rate that is expected to continue for at least the next ten years. In perhaps more understandable terms, California is adding to its population base enough new residents to populate a city the size of San Francisco every 14 months.
- *Relative Population Growth*: The young and the elderly are the fastest growing sectors of our population -- the two portions that contribute the least to our tax base and receive the most support from our public services.
- *Population Diversity*: The population mix is becoming more racially, ethnically, and linguistically diverse. The number of Asian and Latino Californians is burgeoning; the proportion of our White residents is decreasing; and, our student population is entering schools speaking nearly 100 native languages.
- *Size of the Economy*: If our state was a nation, it would have the seventh largest national economy in the world.
- *Income Levels*: The average income in our state has risen slowly over the last several years, especially during the recession of the early 1990s. Moreover, the changes in the economic sectors in our state have resulted in dislocations in which relatively high salaried jobs requiring little advanced training have been replaced with those filled only by individuals with post-graduate degrees.
- *Income Disparity*: The gap between our poorest and wealthiest residents is growing and the number and proportion of each is expanding. As such, the middle class is shrinking.
- *Job Market Trends*: In the past, our economy has been sustained by the defense and aerospace industries; today, the principal economic engines are the "high tech" industries and the entertainment fields. Additionally, the traditional manufacturing and trade occupations are being replaced with jobs that require more education and skilled labor.
- *Political Environment*: Term limits on our elected representatives have produced a Legislature that is continuously changing and increasing the need to familiarize elected officials with both the legislative process and the critical issues facing our state. Moreover, the electorate has chosen to make expanded use of the initiative process which, in turn, has limited the flexibility of the Legislature with respect to budgetary decisions.
- *Social Cohesion*: There are mixed signals about the extent to which our state is socially cohesive: crime rates are on the downturn and more Californians are interacting socially and professionally with others from different backgrounds. On the other hand, intense divisions exist between societal groups and political orientations, particularly with respect to the distribution of resources -- a situation that mitigates against achieving consensus on crucial public policy issues.
- *Public School Educational Attainment*: The performance indicators of achievement in our public schools are disappointing; this result is punctuated by the knowledge that the industries in the forefront of our economy require more -- not less -- skills and competencies than in the past.
- *Higher Educational Attainment*: During the recession of the 1990s, there was a significant decline in the number and proportion of Californians who enrolled in our colleges and universities. Additionally, our students generally are taking longer to graduate than in the past. Nevertheless, the Commission estimates that demand for higher education is expected to increase by nearly one-half million students by the year 2005 -- a figure that appears to be beyond the capacity of our higher education institutions to accommodate through traditional means.

This context -- rapid growth, population diversity, economic fluctuations, job market shifts, and expanding demand for education beyond high school but less than adequate achievement in elementary and secondary

schools -- presents the challenges that we face as a state. But, we are not prisoners of that context. Rather, we will make choices about the ways to address those challenges, including the relative importance that Californians assign to developing policies, programs, and practices that promote equitable opportunities for all our students in order that they can prepare, pursue, and succeed in postsecondary education. As Governor Wilson stated in his first inaugural address when he outlined his concept of preventative government:

> Now, more than ever, to lead is to choose. And the choice that California must make -- the choice that the people and their government must make -- is to give increasing attention and resources to the conditions that shape our children's lives and California's future .... Prevention is far better than any cure .... Together, let us bring preventive government, wise enough to invest in children as well as infrastructure, determined to shift from the remedial to the preventive, from income maintenance to enrichment of individual potential, so that we may set the human spirit soaring, and never be content with warehousing its failure (*Governor Pete Wilson's First Inaugural Address*, 1991).

THE COMMISSION'S PERSPECTIVE ON EDUCATIONAL EQUITY

The Commission has long supported and advocated the centrality of educational equity as a policy imperative for our state. This position was strengthened when the Commission described its vision of the California of tomorrow in its 1988 Declaration of Policy. In Installment 2 of this series, the Commission again articulated its vision of our state in the future -- a vision that is characterized by inclusiveness, personal and social responsibility, interdependence, and equality. In this vision,

> . . . all Californians have an expanded opportunity to develop their talents and skills to the fullest, for both individual and collective benefit. This vision is one in which the characteristics of Californians -- ethnicity, race, language, socioeconomic status, gender, home community, and disability -- do not determine . . . accomplishments and achievements (*The Role of the Commission in Achieving Educational Equity*, p. 1).

The Commission expanded this vision in 1992 through its description of a shared California perspective -- a perspective that is a composite of the various individual identities and group cultures in our state. Its overarching concept is the full inclusion of all Californians into the society -- an inclusion in which all individuals reap personal rewards and our state reaps collective benefits from all our participants.

This vision contains several underlying premises that set the framework for the recommendations that follow.

Societal or commonwealth benefits: The Commission recognizes that achievement of equitable opportunities and outcomes benefits those Californians who succeed. Above and beyond the benefits that flow to individuals, however, access by all Californians to the resources that they need to succeed will contribute significantly to our state in at least three ways:

1. Our social cohesion is a "work in progress", in part because of the diversity of our population. Education is our best hope for learning the knowledge and competencies that promote civility, civic participation, and community involvement -- actions that contribute to the maintenance and vitality of the social fabric.

2. Our political democracy requires that citizens have the skills and understanding to participate effectively in our sophisticated and complex form of government. Critical and analytical thinking, reading comprehension, and appreciation for the democratic process are learned primarily through the educational process.

3. Our economic vitality requires an educated workforce with the skills to compete in a global marketplace, to discover and advance new industries, and to adapt to changing conditions and new knowledge. Moreover, the decline in the number of jobs requiring only a high school degree places greater emphasis on the importance of a college education and lifelong learning for an individual's continued economic stability and our state's financial viability.

Centrality of education: As indicated earlier, the Commission stated in its policy declaration its conviction that education -- particularly beyond high school -- is the key to our state's future. The reasons for this conviction are two-fold:

1. Because our state requires an educated workforce to sustain its economic vitality, opportunities to acquire the skills, knowledge, and competencies requisite for effectiveness in that workforce must be available and evenly distributed throughout our population. If not, there are two possible consequences -- both of which are negative:

   a. our industries will be unable to depend on Californians to staff their companies; and,

   b. the gap between the income potential of members of our population will continue to grow and an increasing proportion of our public resources will be needed to support those who are uneducated. In short, in order to maintain our economic prosperity, we must educate all students. Currently, however, we have been effective primarily in educating those parts of our population that are growing most slowly and least successful in teaching the portion that is expanding most rapidly.

2. The world that students will enter after graduation will be heterogeneous, globally oriented, and multilingual. Moreover, distances among nations will shrink. To be productive in that world will require skills and knowledge that are learned primarily through the educational process. Therefore, in order to learn those skills and gain the knowledge, our students must have the occasion to interact with people from life experiences and backgrounds different from their own, experiment with new ideas and perspectives, and expand the boundaries of their universe. In order for these outcomes to occur, our educational institutions must have these human resources present. Otherwise, all of our students will be shortchanged in their educational journeys.

In addition to its importance, the Commission conceives of education as a sequential path consisting of "... an integrated and articulated continuum through which students flow from kindergarten to postgraduate training and from which students earn a quality education" *(The Role of the Commission in Achieving Educational Equity*, p. 2). As a result, the Commission views postsecondary education as inherently dependent upon our elementary and secondary schools to prepare students to succeed in our colleges and universities.

In addition to the premises that arise from the Commission's vision of the California of tomorrow, its perspective on educational equity has additional significant underpinnings:

Future orientation: The Commission's viewpoint is directed toward our state's future and the strategies and actions that it must initiate and implement if it is to remain a leader among states and nations. While remedying past discrimination and evoking greater social justice are legitimate and powerful motivators for proposing public policy, the likelihood is greater that consensus can be built about the importance of educational equity when its achievement is seen as inextricably interwoven with our state's future.

Personal responsibility: While education through high school is a right of every Californian, postsecondary education is not. Rather, students need to take active steps to prepare academically to attend postsecondary educational institutions. As such, the Commission believes that there is an obligation on the part of students and their families to take full advantage of our schools in order to succeed in their postsecondary educational pursuits.

Focus on student outcomes: Assessment of the extent to which educational equity is achieved derives from measuring changes in student outcomes. As such, the Commission views the development and implementation of an accountability system that includes clear and specific consequences for institutions and systems based upon their effectiveness in improving student outcomes as an essential component of its perspective on educational equity.

Consistency with the California Master Plan for Higher Education: The Commission's perspective on educational equity is aligned with the 1960 Master Plan for Higher Education and subsequent revisions which encourage each institution to seek

> educational equity not only through a diverse and representative student body and faculty but also through educational environments in which each person, regardless of race, gender, age, disability, or economic circumstances, has a reasonable chance to fully develop his or her potential (*Education Code 66010.2*).

Population diversity as a fact: Finally, the Commission recognizes that California's population is growing more heterogeneous every day. That fact is indis-

putable; the ways in which Californians respond to that fact and the degree to which that fact influences our public policies is the issue at hand. However, the Commission's perspective is that this fact and its impact on our state's future set the framework for the recommendations that follow.

THE COMMISSION'S RECOMMENDATIONS ON EDUCATIONAL EQUITY

The Commission offers seven major recommendations grouped into four categories:

- Reaching Common Ground on Educational Equity;
- Enhancing Student Achievement in Our Public Schools;
- Expanding Access to College; and,
- Enriching the Collegiate Experience.

Each category of recommendations will be preceded by a short background statement that references one or more of the previous installments.

REACHING COMMON GROUND ON EDUCATIONAL EQUITY

Background

- The demographic and economic changes described in this series highlight that advanced education is the key to our state's future. The burgeoning of "high tech" industries and the entertainment fields, the rapid advances created by new technologies and the arrival of the "Information Age", and the decline in unskilled and semi-skilled jobs for which education beyond high school is not required create the imperative that all Californians must be well-trained and educated to participate productively in the workplace.
- Our population is growing at unequal rates. The fastest growing sectors of our population are Latino schoolchildren, followed by Asian and Black children; the proportion of White Californians is declining.
- By the year 2010, the majority of new entrants into the workforce will be from the Latino and Asian sectors of our population.
- As our population becomes more heterogeneous, social cohesion becomes more tenuous unless there is a shared perspective -- a perspective learned principally through education that encourages community participation, civic involvement, tolerance, and respect for all cultures and traditions.
- Our representative democracy requires an informed electorate with skills that are learned through education.

All members of the society should become conscious of the importance of educational equity to the long-term health of our state economically, technologically, socially, and politically. Californians should learn to appreciate the individual and collective dividends that will flow from the creation of more equitable educational opportunities and take action to ensure that all our residents achieve to their fullest potential. Put simply, enlightened self-interest compels Californians to take actions that foster maximum educational access and success for all of our students.

***RECOMMENDATION 1*: The Commission, in conjunction with our state's leaders -- business and industry executives, elected officials, educational administrators, members of the clergy, media spokespersons, and community representatives -- should take responsibility for developing a statewide consensus on the importance of educating <u>all</u> children to maximize their potential and be productive Californians.**

Under the guidance of our state's leaders, an effective public awareness campaign should be designed and implemented to make Californians aware of the economic, social, and political benefits to our state and its residents of ensuring that there are equitable educational opportunities and outcomes for all our students. The Commission, in collaboration with appropriate organizations, including the California Education Round Table, the California Business Round Table, media associations, political organizations, community-based consortia, and civic groups should coordinate this campaign with the intended outcomes that all Californians will learn to understand the importance of educational equity and assume individual and collective responsibility for its attainment.

***RECOMMENDATION 2*: The Commission should continue to designate achievement of educational equity as one of the State's highest priorities and**

should consider the impact of its future policy recommendations on educational equity.

Because the Commission has historically viewed its role as the State's conscience on educational equity, it has both incorporated and separated it in its past studies. That is, the Commission has sought to include considerations of educational equity in its studies on various topics, such as student fees, financial aid, student flow, and facilities placement. Similarly, the Commission has issued reports singularly on educational equity over the past two decades, including this series. This recommendation accentuates the importance that the Commission places on achieving educational equity and maintains this focus in the Commission's future workplan and meeting agendas as well as in its daily thinking because of its centrality with respect to state's capacity to meet the challenges of the 21st century. In particular, the first recommendation in this report -- calling on the Commission to coordinate the development of a consensus on educational equity -- places this body at the core of a statewide effort to reach common ground on this issue and to make educational equity a reality in the California of tomorrow.

ENHANCING STUDENT ACHIEVEMENT IN OUR PUBLIC SCHOOLS

Background

In Installment 4 of this series, the inequities in school resources and their impact on student achievement across our state were documented:

- Unevenness exists in terms of resources across school districts;
- Disparities exist within schools with respect to availability of enriched curriculum, competency of teachers, sufficiency of course sections for college preparatory classes, adequacy of facilities, and availability of support services.
- Inequities among our schools tend to parallel those across our communities.
- Consistent and persistent disparities in student achievement mirror the inequities in school opportunities and resources.

The evidence points to the undeniable conclusion that there are gross inequities across our state with respect to educational opportunities and resources. Moreover, those inequities tend to be associated with demographic factors of our students, such as family socioeconomic situation, race, and ethnicity, and geographic location. That is, students who reside in affluent suburban communities have access to more educational resources -- both in the schools and in their neighborhoods -- than do students from poorer communities in urban or rural areas. In addition, the interplay between socioeconomic status and race or ethnicity creates a multiplier effect that has particularly pernicious consequences for poor Black and Latino students. A striking example of this multiplier effect is the evidence presented in the University of California's Outreach Task Force Report that documents a strong correlation between family income level and scores on the SAT and an equally strong association between racial-ethnic background and SAT scores. Across all racial-ethnic groups, the scores of more affluent students were higher than those of poorer students; across all income levels, the scores of White and Asian students were higher than those of their Black and Latino classmates.

California's future is dependent upon minimizing, if not entirely alleviating, the inequities in our public schools in order that all our children will have more equitable opportunities to learn skills needed for entry into the workforce or to pursue postsecondary educational goals and to contribute to our social cohesion. In the simplest of terms, if our state is currently, and will be in the future, disadvantaged by these persistent achievement disparities among our students, then the goal of our public policies ought to be to distribute the related educational opportunities and resources, at least, equitably throughout and within our schools. Ideally, those resources should be distributed in a manner that compensates for the inequities that children bring to their first day of kindergarten in order to ensure that the proverbial "level playing field" is a reality in our state.

Educational Bill of Rights

Ultimately, the achievement of educational equity will be dependent upon all of our students having access to a set of educational opportunities and resources that the Commission believes constitute an *Educational Bill of Rights*. In the Bill of Rights in our Constitution, the underlying premise is that all citizens are treated equitably; similarly, in the Educational Bill of Rights, the

foundational principle is that all students have access to equitable educational opportunities and resources. The Educational Bill of Rights is comprised of the following ten components:

1. All students have the right to expect and be expected to meet high academic standards that are stated in clear and precise terms.
2. All students have the right to be taught by competent instructors who have discipline knowledge, especially in the gate-opening fields of mathematics and science, and pedagogical approaches that take into consideration differences in learning styles.
3. All students have the right to learn from well-designed curriculum that is aligned with the standards and appropriate instructional materials.
4. All students have the right to access to college preparatory courses in English, Mathematics, Science, and Social Sciences/History.
5. All students have the right to attend schools in which instructional environments are conducive to learning.
6. All students have the right to have available for their instruction state-of-the-art laboratory facilities and educational technology advances.
7. All students have the right to receive academic, psychological, and health-related support that facilitates their learning.
8. All students have the right to have their progress assessed by means that are congruent with the adopted standards.
9. All students have the right to accurate information in order that they can prepare to pursue a variety of options after graduation from high school.
10. All students have the right to resources and opportunities to maximize their potential to learn to high standards, especially through a respect for, and consideration of, the socio-economic, linguistic, and cultural backgrounds and resultant needs that they bring to school.

***RECOMMENDATION 3*: The State Board of Education and the Superintendent of Public Instruction should develop a plan that ensures that all students in each grade level from kindergarten through twelfth grade have the educational opportunities and resources identified in the Educational Bill of Rights.**

This recommendation speaks to the necessity to design and implement a strategy to overcome the current inequities in the distribution of educational opportunities and resources. The goal of this implementation plan would be to specify the precise resources -- both human and fiscal -- that should be available to each of our students in order for them to master grade-specific standards and be prepared academically to proceed to the next grade level. Moreover, because this must be a shared commitment, the responsibilities of each constituency -- students, parents, teachers, administrators, postsecondary educators, business leaders, and representatives of community organizations -- should be identified in the implementation plan of the Educational Bill of Rights.

If this Educational Bill of Rights is to guide our policies, programs, and practices as well as alter significantly the current situation with respect to educational equity in our state, responsibilities must be assigned to its implementation. Moreover, consequences must be linked to the performance of both our educational system and our students. The following sub-recommendations assign those responsibilities.

***RECOMMENDATION 3A*: The Governor and Legislature should commit to enacting policies and providing resources to implement the Educational Bill of Rights.**

Without pre-supposing the specifics that will be contained in the implementation plan of the Educational Bill of Rights, it is critical to establish State policy and secure additional funds to implement a strategy that is designed to ensure more equality of opportunity and outcomes for our children. In terms of resource allocation, a fundamental issue to resolve is the funding base for our public schools. If Proposition 98 continues to be viewed as a ceiling on appropriations to our schools, then the implementation of the Educational Bill of Rights may be hampered. If, on the other hand, significant additional resources are appropriated to our public school system to strengthen its human and physical capacity, then there is greater likelihood that all students will have access to a high quality educational experience that maximizes their individual potential and meets the needs of our state. In this regard, the Gover-

nor and Legislature should ensure that the allocation of resources to the public school system is both sufficiently adequate and that those resources are equitably distributed throughout the system -- a circumstance that does not exist currently either in terms of the total system or distribution within the system. In particular, support for collaborative efforts -- involving schools, colleges and universities, the private sector, and community organizations -- that effectively and efficiently expend resources from the educational enterprise as a whole to further implementation of the Educational Bill of Rights should be among our highest priorities.

RECOMMENDATION 3B: **The State Board of Education and boards of trustees of local school districts should develop a policy that explicitly states that the mission of our public schools includes preparing students to pursue various options after high school graduation without need for remediation in basic skills.**

Currently, most school districts have identified their explicit mission as teaching students to meet high school graduation requirements. The extent to which these districts are committed to preparing students for the next level of education or for entry into the workforce varies widely throughout our state. To ensure that our public schools view preparing students for the next educational level as their responsibility, the implementation plan should stipulate this as a primary mission of our public schools and the State Board of Education and each local board of trustees should include this responsibility explicitly as one of its missions.

An accountability mechanism should be incorporated into the reward structure in schools, districts, and on the statewide level that assesses the extent to which this mission has been achieved. In large measure, the current situation results in consequences primarily for individual students; we need to move toward an accountability system that holds policy makers, institutions, institutional representatives, and parents as well as students responsible for achieving desired outcomes.

RECOMMENDATION 3C: **The postsecondary education sectors -- public and independent -- should continue to expand and coordinate their collaborative involvement with our public schools, particularly with respect to training and professional development for teachers and counselors.**

The collaboration between public schools and our postsecondary educational institutions to ensure student success is currently at an all-time high. Direct services to students, interactions between faculty from various educational levels, regional arrangements in which local needs are jointly identified and addressed, and other collaborations have heightened the awareness that educational success at one level is dependent upon preparation at the preceding one. To implement the Educational Bill of Rights, each public school in our state should develop a partnership with at least one postsecondary educational institution, particularly with respect to the preparation of new teachers and teacher professional development.

RECOMMENDATION 3D: **The California Education Round Table should develop a statewide campaign to disseminate information to students and their families with respect to their role in planning -- academically and financially -- for college.**

One premise of the Commission's perspective on educational equity and an anticipated assumption in the implementation plan of the Educational Bill of Rights is that successfully pursuing postsecondary educational goals requires that students be prepared for such a pursuit through their studies in elementary and secondary school. Likewise, parents should take an active role by encouraging their students to excel in school and fostering learning environments that support excellence. While all parents may have high aspirations for their children, those from communities in which college attendance is not a tradition may be unsure as to the actions that they need to take to further those aspirations. A comprehensive and integrated statewide effort coordinated by the California Educational Round Table -- comprised of the Superintendent of Public Instruction, the chief executive officers of each of the public higher education systems, the chair of the Association of Independent California Colleges and Universities, and the Executive Director of the Commission -- could be an effective and efficient means by which to inform students and their families about their responsibilities for planning for future educational pursuits by taking full advantage of available educational opportunities.

EXPANDING ACCESS TO COLLEGE

Background

Ensuring that students who are prepared to pursue postsecondary educational options have the opportunity to

do so is critical to our state's future. There are at least three major aspects of access that are addressed by the Commission in its next three recommendations:

1. The capacity of our state to accommodate the increased demand expected within the next decade;
2. The criticality of the community college transfer function as an effective means to transition students from one postsecondary educational sector to another; and,
3. The efficacy and fairness of the admissions process at our public universities.

These three aspects are interwoven and result from the following confluence of factors:

- The number of students graduating from high school is growing.
- The estimate by the Commission that over 450,000 additional students are expected to seek postsecondary educational opportunities by the year 2005.
- Roughly 75 percent of the additional students are expected to attend the community colleges -- the postsecondary educational sector that currently enrolls over 80 percent of the students from low-income families and from groups with low college participation rates.
- A disturbingly high percentage of students need remediation in language arts and mathematics upon entering our colleges and universities.

In addition, the factors cited below affect our public universities:

- More high school graduates are completing college preparatory courses with grade point averages that make them eligible or potentially eligible for our public universities.
- Some of our public university campuses have more applications from eligible students than they can admit.
- There is a lack of consensus on the definition of "merit" and appropriate, valid, and reliable ways by which to measure this illusive characteristic -- a situation around which the level of concern has increased recently but one which some independent colleges and universities have been facing for decades.
- Californians perceive that admissions offers to campuses, such as California Polytechnic State University - San Luis Obispo and the University of California campuses at Berkeley and UCLA, are scarce commodities in a zero-sum situation.

Much of recent public attention about access to college has focused on the process by which students are admitted to our selective public university campuses. Not only has the debate been contentious, but it has drained time and resources away from other issues that may be more critical in preparing our state for the next century. Among those pressing issues are the extent to which physical and fiscal capacity exist to accommodate the projected increase in demand for postsecondary education, the enhancement of strategies to most effectively use the differentiation of missions and functions outlined in the Master Plan to educate our residents, the ability to take advantage of the opportunities provided by a vibrant independent sector and a revitalized private postsecondary and vocational education sector, the means by which to link student fee and financial aid policy, and the innovations offered by new technologies. The Commission believes that it is crucial to refocus the attention of Californians on these more general and far-reaching issues.

RECOMMENDATION 4: **The Commission, in conjunction with the Governor, Legislature, and educational systems, should develop a plan to accommodate the additional students that are expected to seek access to postsecondary educational opportunities within the next ten years. This plan should ensure that all students who prepare for, or can benefit from, a education beyond high school are able to enroll in a postsecondary educational sector that provides high quality educational opportunities at an affordable price.**

Much has been written about the enrollment surge, referred to as "Tidal Wave II" -- the estimated nearly one-half million additional Californians who will be seeking postsecondary educational opportunities within the next decade. The Commission's recent estimate suggests that the additional facilities that will be needed to accommodate this growth may be beyond the scope of our current collective capacity, particularly in terms of traditional modes of operation. Revising financial aid policies in order that more students can afford to attend our independent colleges and universities,

strengthening the transfer function to encourage more students to begin their college careers in community colleges, expanding use of distance learning and other modes of educational technology, utilizing our existing campuses during periods in which they are not currently in operation, and other strategies are presently being considered to respond to this expected demand.

However, to date, the State has not agreed on a comprehensive plan to accommodate this growth, although the Commission presented the foundation for the development of a plan in its *The Challenge of the Century* report. Unless and until our priorities turn to reaching consensus and implementing a plan to ensure that our state has the capacity to respond to both the growth and the expanded requirements of our job markets, the real and perceived scarcity of this precious resource -- college attendance -- will inhibit our progress in achieving educational equity. Our secondary school students will be less likely to prepare for college because they will believe that inadequate space exists for them; those who prepare will be thwarted in their pursuits; and, the industries that our state will rely upon for its future economic health will be unable to employ Californians because there will not be sufficient numbers with the requisite skills. Therefore, developing a plan, reaching consensus on its implementation, and securing adequate resources -- from our State, the private sector, and the educational community -- should be our highest priority. For, in truth, the degree to which college opportunities are perceived as real influences the extent to which students and their families -- particularly those from low-income backgrounds and communities in which college attendance is not a tradition -- will prepare to take advantage of those opportunities.

Among the critical factors that influence the perceptions of students that college opportunities are accessible is the issue of affordability. The State must not only ensure that there is sufficient physical and support capacity, but that capacity must be accessible from a financial standpoint as well. To that end, our State's student fee and financial aid policies should guarantee that students who prepare for a postsecondary education will be able to pursue that goal, irrespective of their economic circumstances. Moreover, that guarantee should include both the provision that students will have choices among institutions and programs and that they will not be overburdened by loan indebtedness upon receiving their baccalaureate degrees.

***RECOMMENDATION 5*: The higher education sectors -- public and independent -- should continue to develop policies, programs, and practices that facilitate the smooth transition of students between community colleges and baccalaureate-granting institutions, particularly in communities where there are few college graduates.**

Since 1960 when the Master Plan was adopted, the educational sectors have discussed ways by which students can transition from the community colleges to other institutions. Nevertheless, the maze of changing articulation agreements, transfer requirements, and inter-institutional arrangements that students need to negotiate renders this process overly cumbersome and often inefficient. While some progress has been made, the higher education sectors need to reach consensus on a plan to move students more efficiently and effectively from one institution to another -- a process that takes on additional urgency as Tidal Wave II comes ashore. There are a number of issues to be resolved in order to facilitate the movement of students: the development of strategies to identify those students intending and preparing to transfer; the capacity of our public universities to accommodate those students completing the requirements to transfer; and, ways by which to shorten the time-to-degree for transfer students at both levels. Moreover, this plan should specify the responsibilities of each party and include mechanisms of accountability to ensure that more students can flow smoothly from one sector to another.

***RECOMMENDATION 6*: The California State University and the University of California should review their college admissions policies to determine their impact on access to their institutions and on educational equity. That review should include discussions with policy makers and the general public such that various perspectives are considered by these systems in developing admissions policies and practices to meet the needs of California in the future.**

As described in Installment 5 in this series, the current admissions process in our public universities has its origins in the Master Plan for Higher Education which recommended that the California State University and the University of California draw its freshman student body from the top 33.3 percent and 12.5 percent of the high school graduating class, respectively. Moreover, the Master Plan assigned the setting of the specific ad-

missions requirements to the governing boards of each system. The process that has evolved relies heavily on the concept of "merit", as measured by high school grade point average in courses deemed to be college preparatory and college admissions test scores.

While respecting the fact that the faculty of each public university system has the responsibility for setting its admissions requirements, the Commission does believe that the time is propitious for the college admissions process to be reviewed in light of the new realities in our state that have been previously discussed in this series, including changing marketplace needs, the fiscal and budgetary context, and the evolving demographics. The Commission believes that our public university systems should engage in an extensive dialogue with policy makers and the general public -- a discussion designed to shed light on the complex policies and practices that govern these processes at present, to consider alternative ways by which to select a student body, and to rebuild public confidence and support for our higher educational institutions. To this end, the Commission offers the following issues for this expansive dialogue.

Eligibility

- To what extent does "eligibility" remain a valid and useful concept, given the realities of today?
- Are there negative aspects of the concept of eligibility that mitigate against educational equity?
- Given that the concept of eligibility is applicable only at the system level but students apply to campuses where admissibility is the key, does the continued use of the concept of "eligibility" confuse Californians about the fact that our more selective public campuses are currently in an enrollment management situation rather than an entitlement or guarantee mode?

Measures of merit

- What is the impact of the current measures of merit -- grade point average and college admissions test scores -- on equitable educational opportunities?
- What evidence exists that these measures are valid predictors of educational success in our public universities?
- How can the public university systems make the admissions process more robust and holistic?
- Are there others measures that should be considered by the systems in selecting their classes?
- Do aspects of current measures of merit, such as the additional weight given to grades in Advanced Placement courses, exacerbate the impact of current inequities in opportunities and resources in our schools?

While this recommendation specifically applies to our public universities, the Commission encourages our independent colleges and universities to engage in a similar self-examination of their admissions processes. As our state comes to rely more heavily on these institutions to accommodate a greater proportion of our enrollment, their admissions policies and practices become increasingly significant in furthering educational equity. Moreover, our public institutions may benefit from the experience of independent colleges and universities both in terms of their admissions processes and their ability to facilitate successful student outcomes.

EXPANDING THE COLLEGIATE EXPERIENCE

Background

- The Commission has consistently discussed the fact that access without success is meaningless.
- The Commission has explicitly stated that a primary goal of education is to prepare students for the world that they will enter upon graduation.
- For Californians, that world will be increasingly diverse, international, multi-lingual, and it will focus on the Pacific Rim and Central America.
- To be effective in that world, Californians will need to learn both technologically sophisticated skills and the competence and knowledge to interact with others with backgrounds, language, and life experiences different from their own.

RECOMMENDATION 7: California's colleges and universities should ensure that all students that they enroll have the opportunities and resources to successfully achieve their postsecondary educational goals.

To some extent, this recommendation is an extension of the Educational Bill of Rights discussed in the sec-

tion above entitled "Enhancing Student Achievement in Public Schools". The same rights that the Commission believes should be afforded to elementary and secondary school students are applicable to all students at the postsecondary level: expectations linked to mastery of high standards; well-trained teachers; engaging curriculum; accessibility to state-of-the-art facilities; and, support services that facilitate learning. Colleges and universities should be accountable for providing those opportunities and resources, including seeking requisite public and private funding; students should take responsibility for using these resources to succeed. Again, accountability mechanisms should be designed and implemented that incorporate consequences specifically linked to student outcome measures for systems, campuses, and units within campuses. In this regard, the "Partnership for Excellence" initiative of the California Community Colleges and the California State University's recent *Cornerstones* effort present examples of the incorporation of accountability into institutional planning processes.

In addition to this general recommendation with respect to the collegiate experience, the Commission offers two sub-recommendations that speak directly to the role of our colleges and universities in preparing students for the world that they will enter upon completion of their postsecondary education.

RECOMMENDATION 7A: **California's public colleges and universities should specify that an explicit component of their missions is to teach students the competencies to participate effectively in the democratic society of the 21st century -- a society that will be diverse in myriad ways -- as well as the knowledge and skills required by the market place.**

Our educational systems at all levels, especially beyond high school, are ideally positioned to prepare students to participate constructively and productively in this dynamically changing world. In order to do so, students need exposure to multiple perspectives and ideas, faculty and staff from different communities and with various life experiences, and opportunities for self-reflection and expansion -- topics discussed in Installment 6 in the series.

John Henry Newman, Rector of Dublin's Catholic University, presented the fundamental rationale for diversity in higher education in terms of the educational mission of colleges and universities in 1852:

> [students] are sure to learn from one another; even if there be no one to teach them; the conversation of all is a series of lectures to each; and they gain for themselves new ideas and views, fresh matter of thought, and distinct principles for judging and acting, day by day.

Because most of our students reside and attend schools in homogeneous communities, colleges and universities -- particularly residential campuses -- may be among the first places that our students interact with individuals from different backgrounds, with various experiences, and myriad ideas. On these campuses, there are boundless occasions for learning the knowledge and skills to be interpersonally competent and intellectually proficient with a multiplicity of people and topics. Accordingly, our campuses ought to develop myriad teaching and learning opportunities, particularly in the classroom, that foster that educational experience. The "shared California perspective" which focuses attention on developing competence in functioning within the diversity of our state may be an unifying rubric for this educational goal.

RECOMMENDATION 7B: **California's public higher education should revise its reward structure to include explicit assessments of the extent to which individual faculty, staff, and administrators enhance the development and achievement for all students.**

Because an institution's faculty and staff are among its most valuable resources, their priority ought to be to create environments in which students can succeed and their reward structure ought to reflect that priority. Changing that reward structure to focus on student outcomes is a crucial step in achieving greater educational equity for all students. Again, the "Partnership for Excellence" initiative of the California Community Colleges may provide a guide with respect to linking institutional policies and practices to student outcomes and providing appropriate rewards for enhanced student learning.

Summary

By virtue of its demographic and economic changes, California is a laboratory and Californians are on a journey to an unknown destination -- a prospect that is discomforting at best -- because there are no societies to which we can point for either guidance or demon-

stration of real consequences. Nevertheless, the decisions that we make today will have lasting impact on our state's future -- a future of glorious opportunities and opportunities galore if we have the will and determination to mold them into a society with a shared California perspective -- a perspective that must be learned through our educational system.

The Organization of Economic Cooperation and Development recognized the uniqueness of the California situation nearly a decade ago when they visited our state. Their views on education then are applicable to our circumstance today:

> The burden of incorporation into a pluralistic society has to rest centrally on the integrative capacity of the educational system. California may be the crucial and is certainly a fascinating test case of the capacity of an education plan to unite a prosperous State (*Organization of Economic Cooperation and Development*, p. 89).

Our consciousness and conscientiousness in developing policies, programs, and practices and their resultant success or lack thereof will certainly be an object lesson for others because our state is a harbinger for this country and the world. As such, our ability to build consensus based upon an appropriate amount of deliberation characterized by candor, civility, and respect is crucial in considering and implementing the Commission's recommendations.

(T)he series was designed to further understanding about
the State's educational equity policies, programs, and practices...
as they affect the goal of developing educational environments that
provide equitable opportunities for access and success of all of our students.
Rapid growth, population diversity, economic fluctuations, job market shifts,
and expanding demand for education beyond high school
but less than adequate achievement in elementary and secondary schools
present the challenges that we face as a state.
But, we are not prisoners of that context.
Rather, we will make choices about the ways to address those challenges.
California's population is growing more heterogeneous every day.
That fact is indisputable;
the ways in which Californians respond to that fact and
the degree to which that fact influences our public policies is the issue at hand.
If our state is currently, and will be in the future,
disadvantaged by these persistent achievement disparities among our students,
then the goal of our public policies
ought to be to distribute the related educational opportunities and resources,
at least, equitably throughout and within our schools...
to ensure that the proverbial "level playing field" is a reality in our state.
California is a laboratory and Californians are on a journey to an unknown destination --
a prospect that is discomforting at best.
Nevertheless, the decisions that we make today
will have lasting impact on our state's future --
a future of glorious opportunities and opportunities galore
if we have the will and determination
to mold them into a society with a shared California perspective
-- a perspective that must be learned through our educational system.
Our consciousness and conscientiousness
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will certainly be an object lesson for others
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